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ARAPAHO AND ROOSEVELT NATIONAL FORESTS
AND PAWNEE NATIONAL GRASSLAND

FOREST PLAN REVISION

PLANNING ACTION NO. 1
IDENTIFICATION OF PURPOSE AND NEED

March 1991

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ARAPAHO AND ROOSEVELT NATIONAL FORESTS AND PAWNEE NATIONAL GRASSLAND

FOREST PLAN REVISION

PLANNING ACTION NO. 1
IDENTIFICATION OF PURPOSE AND NEED

PREPARED BY: Arapaho and Roosevelt National Forests and Pawnee National Grassland Interdisciplinary Team

RECOMMENDED BY: _____ Forest Supervisor — 2/15/91 Date

APPROVED BY: _____ Regional Forester — _____ Date

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CHAPTER I. INTRODUCTION

This document contains the public issues and management concerns as identified by the Interdisciplinary Team (ID Team) for the revision of the Forest Plan. It is the identification of purpose and need for the revision as required in 36 CFR 219.12 (b).

The current Forest Plan was finalized in May, 1984. The Plan was appealed by the Colorado Mountain Club. In July, 1987, the Chief remanded portions of the Plan and FEIS for further financial and economic analysis of our timber program. In May, 1989, the Regional Forester with the concurrence of the Forest Supervisor entered into an agreement with the Colorado Mountain Club to suspend action on the remand and to initiate a revision of the Plan in calendar year 1990.

The decision to initiate a revision pursuant to 36 CFR 219.10 (g) is based on the remand analysis and negotiation, ongoing public contacts, and annual monitoring and the Five Year Evaluation which indicated that some aspects of Forest Plan management goals, objectives and direction need to be reconsidered. Based on public and internal concerns identified prior to Forest Plan revision scoping, these aspects include timber harvest levels, motorized and nonmotorized recreation, skiing demand, below-cost timber sales, old-growth forests, biological diversity, roadless areas, and National Forest/ Residential Intermix management, water yield emphasis.

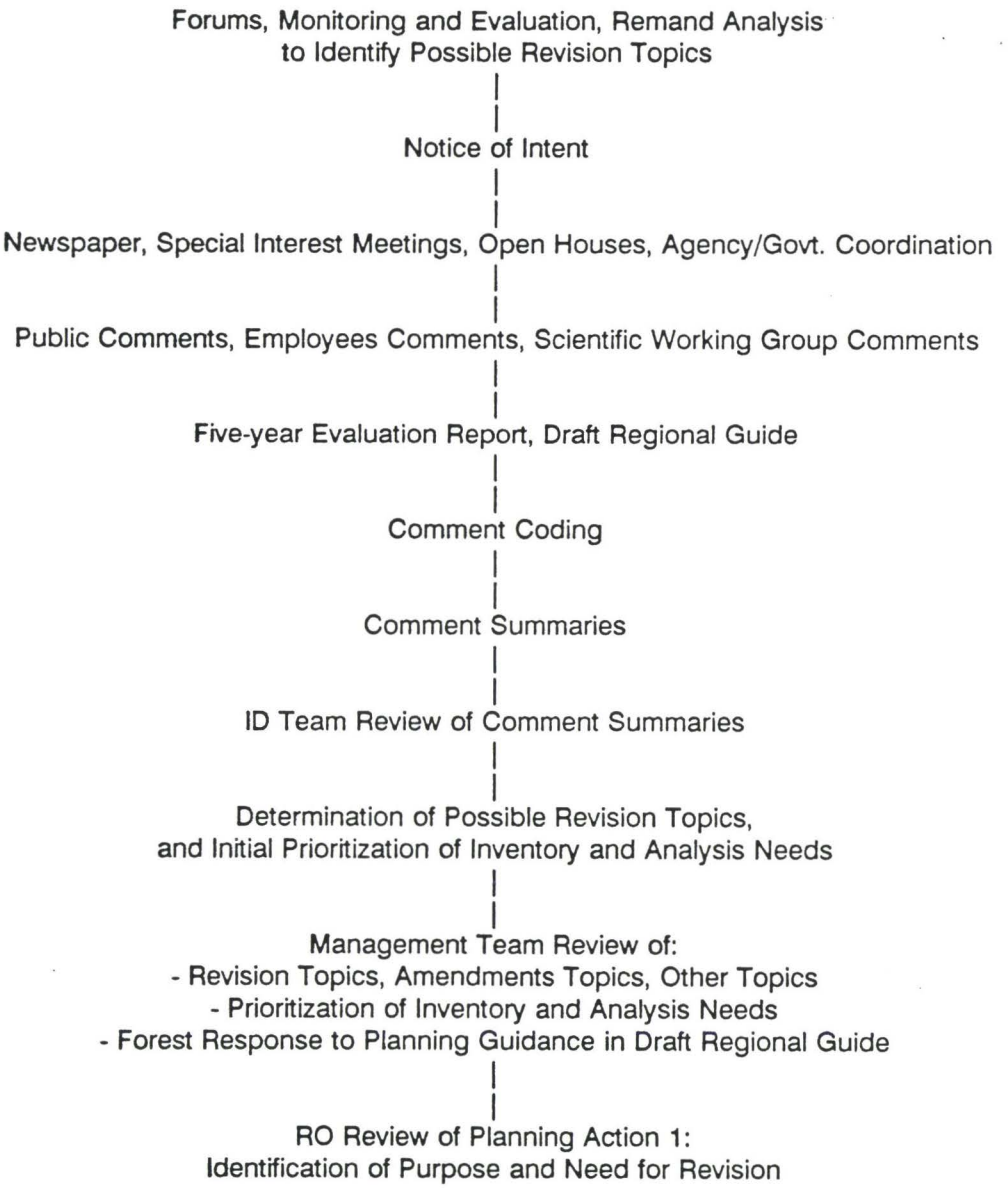
A notice of intent to revise the Forest Plan was published in the Federal Register in July, 1990.

Figure 1 outlines the revision process steps taken from then through January, 1991.

FIGURE 1.

ARAPAHO-ROOSEVELT NATIONAL FORESTS
PAWNEE NATIONAL GRASSLAND
REVISION PROCESS

May, 1990 Through January, 1991


Forums, Monitoring and Evaluation, Remand Analysis to Identify Possible Revision Topics
Notice of Intent
Newspaper, Special Interest Meetings, Open Houses, Agency/Govt. Coordination
Public Comments, Employees Comments, Scientific Working Group Comments
Five-year Evaluation Report, Draft Regional Guide
Comment Coding
Comment Summaries
ID Team Review of Comment Summaries
Determination of Possible Revision Topics, and Initial Prioritization of Inventory and Analysis Needs
Management Team Review of:
- Revision Topics, Amendments Topics, Other Topics
- Prioritization of Inventory and Analysis Needs
- Forest Response to Planning Guidance in Draft Regional Guide
RO Review of Planning Action 1:
Identification of Purpose and Need for Revision

CHAPTER II. GUIDING PRINCIPLES OF THE REVISION EFFORT

As we begin the effort to revise the Forest Plan, it is our intent to learn from our past and ongoing planning efforts. In this regard, we believe the USDA Forest Service "Critique of Land Management Planning" (issued by the Washington Office Policy Analysis Staff in 1990) is an excellent departure point. The following points raised in the critique bear repeating:

> "The fundamental purpose of planning is, operating within applicable laws, to develop an agreement that works for as many people as possible. This is no easy task, because people have markedly conflicting values about how national forests should be managed, and increasing numbers of those people care deeply enough to demand that those values be fully honored."
>
> ..."Probably the most important realization that people inside and outside the agency have come to over the past decade is that planning is not the exclusive domain of experts, planners, and technical processes."
>
> "Planning must deal with issues that people care deeply about. Planning decisions result in allocation of scarce resources among competing needs. As a result, planning is often a forum for debating and deciding social/political issues as opposed to a scientific/technical process. Planning, just like the issues it deals with, sometimes moves in fits and starts. Rather than being isolated and insulated, forest planning is immersed in our country's social and political milieu."

We concur with planning critique recommendations and will use many of the points raised as overall guiding principles for the revision.

The efforts of the Arapaho and Roosevelt National Forests - Pawnee National Grassland (ARNF-PNG) ID Team will be guided by the following concepts:

1. **Building Relationships** - we will take advantage of the planning effort to continue to build positive relationships with our neighbors, our cooperators, and interested citizens. We will be people-oriented, we will seek informed consent, and we will try to develop a shared vision for the future of this Forest and Grassland.

2. **Managing the Process** - we will focus on common interests, making it clear that there are no right answers, only informed choices. We will keep the process simple and straightforward, and within a reasonable timeframe. Our goal is to integrate and balance resource allocations, recognize limits, and match the inventory and analysis efforts to the questions at hand.

3. **Making Decisions Openly and Fairly** - we will promote active leadership by the Forest Supervisor and the District Rangers in the planning effort, in order that decisions will be locally oriented and regionally and nationally balanced. We will strive to gain acceptance of our decisions even if some groups and individuals don't agree with all aspects of the decisions.

In a very general sense we expect the revised Plan to focus on the need to:

- ecologically sustain forest and grassland ecosystems while providing resource yields and uses the public desires.
- find ways to balance ecology and economics, nature and people.
- establish a mechanism for greater collaboration with our neighbors, interested individuals, and other governmental entities.

We recognize that successful planning and management requires public understanding, cooperation, trust and support. During the planning process, we will reinforce those concepts as the basic tenets of our management.

CHAPTER III. PROCESS USED TO SELECT FOREST PLAN REVISION TOPICS

This section will briefly describe: public participation efforts; internal efforts used to identify potential revision issues and concerns; a summary of comments and letters; the process used to analyze comments and letters; the development of issues and topics; action determination for topics identified during the scoping process; prioritization of inventory and analysis needs; and the Forest response to Draft Regional Guide planning guidance.

A. PUBLIC PARTICIPATION EFFORTS

Public participation efforts have consisted of: planning forums; publishing and distributing a newspaper; open houses; presentations for special interest group meetings; agency/government coordination; and initiation of working groups.

1. Planning Forums

In May and June, 1990, we sponsored six planning forums. The purpose was to discuss land and resource management issues from the viewpoint of interested people; to identify current management direction aspects that might need change; and to identify and describe any new land or resource issues that should be addressed in the revised Plan. The forums were held in Fort Collins, Greeley, Boulder, Idaho Springs, and Granby and were attended by 100 individuals representing many diverse interests.

2. Newspaper

In July, 1990, the Forest published a 20 page newspaper, "Your National Forest - Choices for the Future." This newspaper provided information about Forest and Grassland resources, uses, and management. The public was asked to tell us their views about Forest management and the future of these public lands. Nearly 10,000 copies of the newspaper were printed and distributed.

Distribution efforts took several tacks. Over 1,000 were mailed to individuals and organizations on various Forest Service mailing lists. The rest were distributed in a variety of ways: at each Distict Office and the Supervisor's Office by our information receptionists; at campgrounds and trailheads by our field personnel; by the Division of Wildlife through their offices in Fort Collins, Denver, and Kremmling; by special interest organizations requesting copies for their membership; and through local stores such as small grocery stores, outdoor shops, rod and gun stores, OHV supply stores, hardware stores, and local visitor information outlets.

3. Open Houses

During October, 1990, we held nine open houses with 160 people participating. These were casual, drop-in events to provide people with information about the Plan revision effort, and to encourage them to comment about our management activities. District and Supervisor's Office personnel attended each open house. The dates and location of each open house are listed below.

Date	*Location*
October 10, 1990	Granby, CO
October 15, 1990	Idaho Springs, CO
October 16, 1990	Estes Park, CO
October 17, 1990	New Raymer, CO
October 18, 1990	Redfeather Lakes, CO
October 23, 1990	Poudre Park, CO
October 24, 1990	Boulder, CO
October 27, 1990	Nederland, CO
October 29, 1990	Fort Collins, CO

4. Special Interest Group Meetings

Between July, 1990 and December, 1990, we have spoken to a variety of special interest groups at their request. The main objective has been to explain the revision process and how groups can become involved. These meetings are part of our ongoing effort to establish positive working relationships with users and interest groups. Listed below are the organizations we met with, the date and the meeting location.

Date	*Organization*	*Location*
August 7, 1990	Colorado Mountain Club	Boulder, CO
August 22, 1990	Sierra Club	Boulder, CO
September 7, 1990	Colorado Cattlemen's Association	Fort Collins, CO
September 11, 1990	Timber Purchasers/Industry Reps.	Fort Collins, CO
September 19, 1990	Larimer County 4-Wheel Drive Club	Fort Collins, CO
October 1, 1990	Northern Colorado Water Conservancy District and Municipal Users	Loveland, CO
October 2, 1990	Colorado OHV Coalition	Fort Collins, CO
November 15, 1990	Sierra Club	Fort Collins, CO
November 16, 1990	Northern Colorado Water Conservancy District Annual Meeting	Longmont, CO
January 8, 1991	Crow Valley Grazing Association	Briggsdale, CO
January 8, 1991	Clear Creek Mining Association	Idaho Springs, CO
January 15, 1991	Pawnee Grazing Association	New Raymer, CO

5. Agency/Government Coordination

In September, 1990, we contacted 60 local government officials, state officials, and federal officials requesting written comments to assist with our revision scoping effort. We enclosed a copy of our newspaper and a list of all open house locations. In addition, we met with Federal and State agencies having natural resource/environmental responsibilities to discuss their concerns about Forest and Grassland management. Written comments and concerns discussed at the meeting were considered with other comments in the scoping process. Participating agencies are listed below. Copies of letters sent to government officials are in Appendix A.

Participants in the Agency Coordination Meeting, 10/19/90, Ft. Collins, CO

Bureau of Land Management, USDI
Rocky Mountain National Park, USDI
U.S. Environmental Protection Agency
Fish and Wildlife Service, USDI
Colorado Department of Natural Resources
Colorado Division of Parks
Colorado Division of Water Resources
Colorado Division of Wildlife
Colorado Natural Areas Program
Colorado State Forest Service

6. Working Groups

The Forest is setting up working groups to assist the revision effort. Forging a partnership between the public and the Forest Service to develop a common vision for managing the public's resources is an important element of forest planning. Developing this vision is not easy - there are many conflicting values and opinions, different needs, and different knowledge levels about forest resources. We are establishing working groups as a vehicle to build bridges between different viewpoints.

Working groups will be diverse, representing many viewpoints and perspectives to facilitate dialog among people with different backgrounds and interests. The groups will focus on specific programs or interest areas to be addressed in the revision.

A brief article about working groups was included in the newspaper as was a response form for those interested in volunteering. In late December, we sent a detailed working group information package to nearly 150 individuals. In addition, we issued a news release on working groups to local newspapers, in an effort to reach other interested people. A copy of the working groups information package is included in Appendix B.

As of February 1, 1991, we have received over 125 positive responses from individuals interested in working group participation. We will draw from these names as we set up working groups throughout various phases of the revision.

B. INTERNAL EFFORTS TO IDENTIFY POTENTIAL REVISION ISSUES AND CONCERNS

Internal efforts have focused on: the Five Year Evaluation Report; employee comments; the Draft Regional Guide; the remand analysis; and the Scientific Working Group.

1. Five Year Evaluation Report / Annual Monitoring and Evaluation

The Five Year Evaluation Report was completed in December, 1990. It was based on annual monitoring done since 1986, changes in demands and supplies, and an assessment of public issues and concerns raised during project planning and implementation. The report looked at: planned objectives for FY 86-90 and compared them with actual accomplishments; Plan management goals and direction for each resource area. We evaluated what we did and how well it worked; options for improving our management actions; and discussed major management situation changes since adoption of the Forest Plan.

Based on the Five Year Evaluation, six major areas of potential change were identified. These potential change areas require in-depth analysis and/or they could significantly alter the mix of goods and services from the Forest. The report concluded that the existing Plan should be revised to incorporate new management goals, objectives and direction for these areas. Other areas were identified as needing change but do not form the basis for the need to revise the current Plan. These areas are more appropriately addressed by amendment or implementation; however, as needed or practical, many of them will considered and analyzed in conjunction with the revision.

Major areas of potential change identified in the Five Year Evaluation are:

a. Timber Harvest Program - Actual timber production has been significantly lower than the level stated in the current Plan. Reasons for this are: reduced fuelwood demand; concern about below-cost timber sales; environmental and management constraints on timber production identified but not modeled in the original Plan; erroneous inventories and growth projections; and new constraints on timber production due to emerging environmental concerns. We need to re-evaluate both the suitable land base and the allowable sale quantity (ASQ).

b. Roadless Areas - The 1984 Plan did not specifically establish roadless area management areas. Instead, roadless areas were managed under other management prescriptions. Since the Plan was approved, public concern for roadless areas on this Forest has increased significantly. Public feedback has emphasized the maintenance of undisturbed ecosystems and "backcountry" recreation opportunities as the main benefits of retaining the roadless area condition. This issue is tied closely to other key issues such as timber harvest levels, recreation opportunities, and ecosystem/environmental stewardship. We need to re-evaluate our current management direction for roadless areas and consider potential Wilderness recommendations for some of these areas.

c. Environmental/Ecosystem Stewardship - This is a collection of concerns about several attributes of ecosystem/environmental stewardship such as biological diversity, old-growth, forest fragmentation, and riparian management. There is keen public interest in these issues although they are vaguely defined. The current Plan did not address biological diversity and forest fragmentation, and management direction for riparian and old-growth areas needs to be updated.

d. Refinement of Current Recreation Direction and New Uses - Plan revision needs to reflect the recreational emphasis of the Forest. The range of recreational setting and opportunities needs to be clearly identified and management direction consistent with recreation objectives needs to be established. Mountain bikes, river use, increasing off-highway vehicle (OHV) use, and increasing visitor numbers are placing new demands on the Forest. Management direction changes are needed to ensure visitor satisfaction, visitor safety, and resource protection.

e. National Forest/Residential Intermix - Growing private land development within the Forest boundary has increased the management complexity in these mixed ownership areas. Aspects of intermix areas needing attention include: the role of vegetation management; fire protection; special uses management; trespass and access conflicts; appropriate recreational opportunities; and land ownership patterns. The 1984 Plan identified many of these problems but did not establish clear direction to resolve them. The intermix presents special management opportunities that require new management prescriptions to focus management actions there. These prescriptions will address issues not commonly addressed in forest management.

f. Water Yield Prescription Appropriateness - Approximately 160,000 acres are allocated to water yield emphasis. Recent analysis indicates that most increased water production comes when users cannot adequately store or put the water to beneficial use. There has been increasing public concern expressed about this management emphasis and a desire for documentation of the environmental costs associated with increased yields through vegetation manipulation. The amount and type of land allocated to this prescription needs to be re-examined.

2. Employee Comments

From late August through November, we met with our District and Supervisors Office employees to solicit their concerns about current management direction and their ideas on emerging issues that would warrant management adjustments. These comments were considered in the scoping process.

3. Draft Regional Guide

Planning guidance from Chapter 2 of the Draft Regional Guide was included in the scoping process. This planning guidance, along with National Forest Management Act regulations will be used to address the revision topics.

4. Remand Analysis

During 1988 and 1989, the Forest completed financial and economic analysis of the timber program and alternative non-commercial treatments in conjunction with the Forest Plan remand. This work indicated significant problems with the timber program financial efficiency especially with road construction, and with the yield projections used to calculate the ASQ in the 1984 Plan. This information indicated a need to revise portions of the timber management direction contained in the current Plan.

5. Scientific Working Group

In October, 1990, the Forest established a scientific working group comprised of scientists from Colorado State University, the University of Colorado, the U.S. Fish and Wildlife Service National Ecology Research Center, and the Rocky Mountain Forest and Range Experiment Station. There are 10 scientists in the group representing a cross section of academic disciplines. The group will provide technical assistance and scientific advice to the Forest during the revision effort. As part of our scoping effort, we asked this group to identify issues and concerns the Forest should address during the revision.

C. SUMMARY OF RESPONSES RECEIVED

The Forest received 600 responses during the comment period. Responses were in the form of letters, notes from phone calls, and meeting notes. The initial comment period ended November 15; however, it was extended to December 31,1990 due to continuing response from the public. Responses came from nearly 500 individual citizens, 30 organizations, 30 businesses, 21 government officials, and 11 internal meetings. A complete list of government, business, and organization respondents is in Appendix C.

There were close to 170 respondents from Boulder County, and 200 from Clear Creek, Grand, Jackson, and Gilpin Counties. Denver metro and Fort Collins/Loveland each had over 70 respondents. Weld County had 17. The remainder of the comments were from other parts of Colorado, Wyoming, and other states.

Comments from the rural areas centered on economic and social concerns with the majority of respondents being employees of timber-dependent industries. Comments from the Front Range varied but the main emphasis was on environmental and ecological issues. Comments from organizations related to specific areas of concern and covered a broad range. Letters varied from one paragraph on one issue to over 10 pages covering numerous issues.

D. PROCESS USED TO ANALYZE COMMENTS AND LETTERS

Each letter was read and analyzed, as were all comments received from meetings and other response forms. Over 3,400 comments were gathered from letters, response forms and meetings. Prior to and during reading of the comments, we developed a subject category and code list. That list is included in Appendix D.

Each comment was assigned to the appropriate subject category and entered into a database. Many letters had numerous separate comments, covering a variety of subject categories. Coding and data entry were very time-consuming and took two people over one month to complete. Data entry involved some paraphrasing, with careful attention paid to retaining each individual's intent and content. In some cases, comments were so specific and detailed that they were entered verbatim.

The database was designed to track each respondent's comments and how they contributed to identification of issues. Comments were compiled by subject category and given to the ID Team for review and analysis.

E. DEVELOPMENT OF ISSUES AND TOPICS

The ID Team developed issues from public and internal comments, the Five Year Evaluation Report, the Draft Regional Guide, the remand analysis and the Scientific Working Group. A single issue may have been developed from many similar comments. Some issues were developed based on a single comment. The ID Team reviewed the issues to determine their significance, the intensity of feelings about the issue, and the potential effect on other resources if management direction were to be changed. Closely related issues were grouped into topics.

F. ACTION DETERMINATION FOR TOPICS IDENTIFIED DURING SCOPING

A variety of actions can be taken in response to the topics identified during scoping. The eight possible actions and the criteria to determine what action to take are shown below. Appropriate action was determined from the ID Team review of issues within each topic.

Each topic was documented with a background summary and rationale for the action determination by the ID Team. The documentation was reviewed and accepted by the Forest Management Team.

Criteria to Determine Appropriate Action for Scoping Topics and Issues

1. Revision Topics

Topics for the Plan Revision met one of the following criteria:

a. Significance - If the topic requires a significant amendment, we should seriously consider including it as part of the revision. Quite simply, it doesn't make sense to do a significant amendment when we're about to do a revision.

b. Intensity - If the issue or management concern is important enough that the public wants us to redo the entire Plan, it should be a revision topic.

c. Effect on other resources - If a topic has an effect on another resource such that the mix from the original Plan is different, and it becomes uncertain if the new mix can be obtained based on the analysis leading to the original Plan, it should be included in the Plan Revision.

2. Amendment Topics

Topics for amendment consideration are those that do not meet the criteria for significance or do not have high intensity associated with them. Examples are standards and guidelines dealing with fire management or soil productivity. These are topics that individually would not warrant revision of the Forest Plan; however, we plan on addressing these topics in the revision for two reasons. First, there is an economy of scale in dealing with topics that interlink with one another. This would also allow us to assess potential cumulative impacts in an integrated fashion. Second, our last six Forest Plan Amendments have been appealed. We believe issuing separate amendments prior to the revision would result in appeals, which would divert our efforts from the revision.

3. Implementation Topics

These are topics where there are few, if any, indications that current Plan direction is not working, or where direction exists in the Plan but has not been fully implemented, or where there is enough flexibility to make changes under existing direction. Examples are cultural resources and noxious weeds. There may be a need to make minor changes in existing direction for some of these topics.

4. Research Topics

Research topics cover concerns where additional information and knowledge will improve our management decisions. This list is not comprehensive, but is based on feedback from our scoping comments. The research needs will be clarified and included in the Forest Plan revision for referral and action by the Forest Service research community.

5. Legislative Topics

These include topics where legislative action is needed to answer the issue or concern, such as changes to the 1872 Mining Act.

6. Topics for Other Governmental Entities

Topics where the Forest Service does not have jurisdiction such as the re-introduction of the gray wolf. These topics will be discussed and referred to the appropriate government entities.

7. Topics Outside the Scope of Forest Planning

These may be topics within the scope of the Forest Service but beyond the ability of Forest Plan to deal with such biological diversity from a regional scale or timber harvesting in the northwest or national timber demand or greater emphasis on recycling of wood products. These topics will be discussed and referred to the Regional Office or Washington.

8. No Action Topics

These are comments which are merely observations or statements requiring no action such as the "I like to camp in ZZZ campground". No action is expected or needed for these type of comments.

Figure 2 summarizes the topics by each category of action as finalized by the Management Team. Topic categories #7 and #8 are not included in the listing as they are not applicable to the revision.

G. PRIORITIZATION OF INVENTORY AND ANALYSIS NEEDS

For the revision and amendment topics, the ID Team identified the inventory and analysis needs. These needs were prioritized into high, moderate, and low categories based on importance and risk. We will focus inventory and analysis efforts on the high priority items. The Scientific Working Group identified the need for the Forest to enter into cooperative data-sharing with other sources. This approach has the potential to provide us with additional information without significant time and budget commitments; however, we will carefully evaluate whether the information matches our analytical needs and is appropriate for revision decisions.

H. FOREST RESPONSE TO PLANNING GUIDANCE IN THE Draft Regional GUIDE

The Forest reviewed the Draft Regional Guide planning guidance. The Forest intends to fully implement that guidance through the revised plan. Portions of the Plan that meet the planning guidance will be carried into the revised plan. Our implementation efforts will continue to meet the planning guidance. The guidance for our revision topics will be followed. However, we identified guidance that we felt should be deferred into the future, budget and time constraints, and public interest. Appendix E contains the Forest response to the draft planning guidance. For guidance depending on new inventories, action will be deferred until the inventories are complete. All inventories cannot be completed within the revision schedule timeframe.

FIGURE 2.

REVISION TOPICS

Environmental/Ecosystem Stewardship
- Biological Diversity
- Old Growth Protection and Management

National Forest/Residential Intermix
- Intermix Management Direction
- Partnerships with Local Organizations
- Forest Service Fire Protection Role

Range Management
- Range Condition and Grazing Levels

Recreation-Related Topics
- Response to Increasing Demands
- Motorized Recreation Management
- Recreation User Fees
- Ski Area Management
- Scenic Resource Management
- Wild and Scenic River Eligibility
- Travel Management

Roadless Areas/Wilderness-Related Topics
- Roadless Area Allocation and Management
- Wilderness Recommendations
- Wilderness Management

Timber Management-Related Topics
- Suitable Timberlands, Annual Sale Quant.
- Silvicultural Systems
- Firewood Opportunities
- Below-cost Sales
- Social and Economic Analysis

Water Yield Mgmt., Water Rights, Instream Flows
- Water Yield Augmentation
- Environmental Costs of Water Yield Mgmt.
- Storage Capacity for Increased Water Yield
- Instream Flow and Water Rights Management
- Water Rights Acquisition
- Authorized Uses Mgmt. and Instream Flows

AMENDMENT TOPICS

- Administrative Facilities Management
- Fire Utilization and Suppression
- Fisheries Management Direction
- Information/Education/Interpretation
- Landownership Adjustments and Public Access
- Oil and Gas Leasing
- Research Natural Area Recommendations
- Riparian Area Management
- Road Standards
- Soil Productivity Rehabilitation
- Threatened and Endangered Species Mgmt.
- Water Quality Standards and Monitoring
- Wilderness Access/Buffer Zones
- Wildlife–Watchable and Nonconsumptive Uses
- Wildlife Competition with Other Resources
- Wildlife Population Objectives–DOW Update
- Wildlife–Special Habitat Management
- Wildlife Habitat Mgmt. by Land Adjustments

IMPLEMENTATION TOPICS

- Agency/Group Cooperation and Funding
- Air Quality
- Aquatic Vegetation in Shadow Mtn. Res.
- Cultural Resources Management
- Intermix Fire Coordination
- Fuels Management
- Insect and Disease Control
- Law Enforcement
- Minerals Management
- Range Administration
- Recreation Marketing
- Research Natural Area, Mt. Goliath Plan
- Riparian Area Management
- Road Signage and Mapping
- Soil Productivity Protection
- Use of Volunteers
- Wildlife Habitat Management

RESEARCH TOPICS

- Plan Implementation Monitoring
- Wood Utilization
- Wood Uses
- Natural Methods of Land Rehabilitation
- Effects of Timber Harvest
- Old Growth
- Biological Diversity
- Vegetation Simulation Models
- Public Attitudes on Forest Management
- Motorized Recreation Impact Indicators
- Indicators of Successional Change in Wilderness
- Hydrology/Water Quality Models and Monitoring

REFERRAL TOPICS

- Threatened and Endangered Species Coord.
- Species Reintroductions
- Wildlife Species Inventory
- Wildlife Habitat and Migration
- Fire Management and Suppression Coord.
- Rights-of-Way and Transportation Management

LEGISLATIVE TOPICS

- Wilderness Designation
- Wild and Scenic River Designation
- Recreation User Fees
- Mining Laws
- Grazing Fees
- Retention of Law Enforcement Fines
- Wilderness Water Rights
- Establishment of Work Programs

CHAPTER IV. REVISION TOPICS

Each revision topic discussion is organized into five sections. The first section, Background and Rationale as a Revision Topic, presents general information about the subject and identifies aspects of current direction that need to change. The second section, Facets of the Issue from Scoping Comments, lists paraphrased scoping comments. These comments reflect the breadth of response we received. The Intensity and Polarity section discusses interest in the topic, both internal and external, and whether the opinions received were polarized about how the topic should be addressed in the Forest Plan. The fourth section, Linkages to Other Resource Areas, briefly discusses the primary linkages of the topic to other Forest management concerns. The fifth section, Inventory and Analysis Needs, presents the information requirements we feel are needed to adequately address the issue for the revision.

REVISION TOPIC 1. ENVIRONMENTAL AND ECOSYSTEM STEWARDSHIP

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

Environmental and ecosystem stewardship is a topic that serves as an umbrella for issues related to Forest and Grassland environmental and ecological qualities. Many respondents, both internal and external, stressed environmental and ecosystem concerns as a major component of Forest management. The values involved with environmental and ecosystem stewardship are difficult to quantify. Widely divergent concerns exist for benefits from both the preservation and the utilization of Forest and Grassland resources. To determine our stewardship role we need to analyze the resources and examine management actions to maintain environmental and ecological qualities. Maintenance of these qualities can insure long term environmental and ecosystem functions.

The two major issues within this topic are biological diversity and old-growth management. Biological diversity encompasses all Forest resources and the processes that connect them. Plants and animals, soil, water, air, and unique places such as riparian areas, specific wildlife habitats, and old-growth are all aspects of Forest biological diversity. Due to public attention and the particular ecosystem qualities of old-growth, it is treated here as a separate issue.

Biological diversity has received increasing attention in recent years. The current Forest Plan addresses diversity primarily in terms of structural vegetation diversity, but it is now recognized that biological diversity encompasses much more. The role of biological diversity on our public lands, different scales of reference (genetic, ecosystem, and landscape), attention to nodes and corridors, and sensitivity to fragmentation of ecosystems are all aspects of the issue. We need to incorporate these new aspects into the revision, and develop strategies for how to manage for biological diversity. These strategies will allow the Forest to take a more comprehensive approach to our management actions.

Potential changes to the Plan include new direction, new standards and guidelines, and new programs to inventory biological diversity. A better understanding of biological diversity will allow us to spatially assign management area prescriptions in a biologically cohesive manner. Resolution of this issue has the potential to impact all aspects of Forest and Grassland management and the delivery of goods and services. For these reasons, this issue is being considered in the revision.

Old-growth management is another issue that is receiving growing attention. In response to emerging concerns about old-growth, the Forest amended the current Plan by adding old-growth definitions. The

Plan now directs that 5% of the forested area be maintained as old-growth. The Plan was amended to include an additional 5% of the forest area as replacement old-growth.

Internal and external respondents feel that the current Plan does not clearly express a direction for old-growth. A broad range of concerns and opportunities for old-growth management exist. Some people feel that old-growth should be utilized, others feel that it should be preserved. Others feel that old-growth may sometimes be enhanced by silvicultural treatments. Some respondents suggested that there should be a buffer zone around old-growth stands, while others feel that this is not necessary. There is some discussion as to whether the current 5% amount is adequate to safeguard old-growth or if other parameters need to be considered.

Potential actions include completion of the old-growth inventory in conjunction with the plan revision, and development of old-growth management prescriptions. Potential changes to the plan are additions or changes to standards and guidelines and allocation of stands to new management area prescriptions.

Old-growth is a complex issue covering many resource areas. It is strongly related to other revision topics. There is considerable controversy and intensity of feeling surrounding the old-growth issue. Analysis of old-growth and development of prescriptions should be conducted at the forest scale as well as at the area and stand scales. Determination of old-growth management should be an interdisciplinary process at the forest scale. Identification of old-growth stands and management prescriptions will simplify implementation of the plan, by completing strategic level analysis and decision-making before projects are considered. For these reasons, old-growth is an issue to be addressed in the revision.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How can we manage for biological diversity on the Forests and Grassland?

- Loss of biodiversity is one of the major issues in Forest Management.
- Restoration of biological diversity and preservation of habitat should be top priorities.
- Too often, biodiversity is seen as a constraint on timber output. There needs to be a broad overview of a forest vision rather than starting with a timber target view of the forest.
- The Forest Service must move beyond the very limited concepts of horizontal and vertical diversity.
- Analyze the degree of fragmentation of ecosystems which exist on the forest.
- A variety of successional stages, including old growth is very important to keeping our earth healthy. Biodiversity is important in all ecosystems.

2. How will old-growth forests be protected and managed?

- There should be a moratorium on cutting until the Forest has a comprehensive inventory of the old growth resources.
- Determine the existence and quality of old growth forests as a key element of the revised plan due to the rarity of old growth communities in the Southern Rocky mountains, their ecological importance and the public controversy associated with management decisions with old growth forests.

- All remaining old growth should be preserved.
- Not every old growth stand needs to be preserved.
- There is sufficient old growth in wilderness areas, parks and other areas not scheduled for harvest.

C. INTENSITY AND POLARITY

There is a high intensity of interest and emotion about biological diversity. Currently there is low to moderate polarity on this issue; however, high polarity may develop if decisions about biological diversity have an impact on delivery of other goods and services.

Old-growth generated a moderate to high amount of interest. The intensity of feelings about old growth is high. Many people view old-growth as a rare asset that needs to be safeguarded. Since others view old-growth forests as the key to their economic or financial existence, old-growth is a high polarity issue.

D. LINKAGES TO OTHER RESOURCE AREAS

Biological diversity is linked to nearly every environmental and ecological issue as well as issues about commodity production. For example, biological diversity decisions about riparian areas, soil productivity, water quality, air quality, threatened and endangered species, and wildlife and plant species can affect the amount of area open to motorized use or the availability of timber for harvest. All these issues link to the broader social concerns as to what stewardship of our public lands means.

Old-growth is primarily linked to timber management, biological diversity, wildlife habitat and recreation. The output of timber products will be affected by allocation of stands to old-growth protection. Old-growth forests are considered to be an important part of biological diversity and wildlife habitat. The recreational or human emotional/spiritual/religious/aesthetic experiences will be affected by the kinds and amount of old-growth that are allocated to protection, management or utilization.

E. INVENTORY AND ANALYSIS NEEDS

It is difficult to assess the inventory and analysis needs for biological diversity. We intend to use information from existing inventories and to gather information about plant associations on the Forest and Grassland as a start. We need to further explore data-sharing opportunities with other agencies and research groups. As we develop an understanding of the components of biological diversity and their relationships to the many environmental, ecological, and economic outputs from the forest, additional analysis will be conducted. We will include the latest research and scientific opinions about biological diversity as we proceed through the planning process.

Once the present old-growth inventory is completed, analysis of the quantity and distribution of old-growth is needed. Development of management prescriptions for old-growth is another essential step.

REVISION TOPIC 2.
NATIONAL FOREST/RESIDENTIAL INTERMIX

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This topic has become very important in the last few years due to the increasing influx of forest users, an increase in residents and recent fires that have affected many people. A significant portion of the Arapaho and Roosevelt National Forest is included in the densely populated areas along the front range of the Rocky Mountains. Land ownership patterns and management activities have resulted in conflict between resident landowners and forest users.

There has been increasing interest in the type and impact of activities on National Forest lands in the intermix area. Issues concerning the National Forest have become very complex. Residents are drawn to the area by its wildland quality and often do not realize the impacts of living near public land. Issues such as access by Forest visitors, appropriate recreation and management activities on Forest lands, and adequate fire protection can be perceived differently by residents, Forest visitors, and Forest managers.

This has pointed to a need for a closely coordinated land ownership adjustment plan reflecting the resource as well as the social concerns of the area. Working closely with local groups and organizations is an essential part of this plan. The plan should allow for cooperation with other agencies or groups to provide protection of personal property. Intermix fire management concerns should be coordinated with overall Forest fire management.

The present Forest Plan does not have a management prescription for intermix areas. Currently, the Regional Office is in the process of developing a prescription which can be incorporated during the revision process. In addition, standard and guidelines will also be developed covering the affected resources.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. Can appropriate management strategies for the intermix area be developed?

- The National Forest/Residential intermix areas should be viewed as valuable for management of scenic, wildlife, and recreational values.
- Intermixed development is highly undesirable.
- Continue land adjustment in the intermix areas, especially small acreages to simplify management.
- Clearcutting is not appropriate next to residential areas - do thinnings.
- Parts of the forest adjacent to residential areas should be managed to protect tree stands and wildlife habitat.
- The Forest Service needs to provide notice to landowners about potential management activities.
- A new management prescription is needed for the intermix areas. It should emphasize habitat for wildlife and minimize fire risk where appropriate.

- Develop a special timber management emphasis for those Forest areas that lie adjacent to residential areas.

2. ***Is there a need for the Forest Service and local groups/organizations to form a partnership to manage the intermix areas along the front range?***

   - Where National Forest lands are intermingled with lands under other ownership we recommend coordinated planning management.

   - As development of the intermix areas expands there will be an increasing need for all interested parties to cooperatively develop creative and innovative solutions for the management of the resources.

   - The Forest should be involved in any development proposals adjacent to public lands to prevent or reduce impacts to the resources.

   - Need a community based plan. All organizations need to work together.

   - It should be possible for Eldora residents to work together as a community in concert with the Forest Service and the Boulder Forum to reach a workable new plan for our area.

3. ***What is the role of the National Forest in fire protection within the intermix area?***

   - In intermix areas, share the cost of fire protection and prevention with private landholders within and adjacent to public lands.

   - Residents near or in forested areas should be educated that fire has been a traditional and essential part of the ARNF ecosystem.

   - Should the let burn policy include residences?

   - Fire management should be developed cooperatively with the State Forest Service, local fire departments, Forest Service, and local homeowners' association.

C. INTENSITY AND POLARITY

The interest in this topic is strong. With increasing demands on resources within the intermix area tension between users and residents is increasing. Part of the increasing conflict is due to confusion as to where public land boundaries are located. There is a great concern on how the resources should be managed within this area, especially fire. The majority of the people want the Forest and other organizations to work closely together to improve and provide a concerted effort in managing this area. Intensity ss high but since most people want to work toward resolution of the issues, there is low polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This revision topic is linked to every resource. Regardless of the details of the management strategy identified for the intermix area, individual resources will be affected in varying degrees.

E. INVENTORY AND ANALYSIS NEEDS

There is a need to complete the land Ownership Adjustment Plan for the Forest or establish standards and guidelines in the plan that will simplify the decision process for land ownership adjustment. A list of organizations, groups, and individuals that wish to participate in the planning efforts needs to be developed.

Areas of the Forest that are considered to be in the intermix need to be identified and mapped. A fuels inventory/analysis is needed to better understand the significance of the fire problem.

REVISION TOPIC 3.
RANGE MANAGEMENT

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

Range condition has been a continuing public concern. In recent years, more people have become interested due to national discussion of the issue. In particular, interest in the effects of grazing on riparian areas is high. There is also a perception by some of the public that grazing fees are too low and that ranchers are receiving a subsidy. Since grazing fees are set by Congress, this aspect of the range topic is considered to be a legislative issue (see Chapter 7).

The topic of range condition was brought up in the Five Year Evaluation and during public scoping. In the last five years, public concern with unsatisfactory range conditions on public lands and proper management of riparian areas has increased. The range program responded by focusing on addressing these issues rather than on continuing with the current Forest Plan goal of increasing grazing capacity. In the Five Year Evaluation, it was recognized that this goal should change to identifying rangelands in unsatisfactory condition and give priority to restoration of those lands in a declining condition. This will likely result in lower range outputs (fewer livestock on some allotments).

In the revision, changes for this topic will be addressed in the goals, general Forest direction, standards and guidelines, and possibly area prescriptions. Different grazing management strategies for the Forest and the Grassland will likely be needed.

The high public attention focused on the issue, and increased awareness of the importance of riparian areas make this a revision issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How can range condition and grazing levels be balanced?

- Cattle grazing should be limited to what the forest can sustain indefinitely.
- End all domestic grazing on the Forest lands.
- Grazing on the grasslands is important and the cattle should stay.
- Reduce grazing on the Forest.
- Exclude/restrict livestock from riparian areas to improve riparian corridors.
- Improve deteriorated rangelands.
- Leave livestock production to the private sector on private lands.
- There is a need to meet the grazing levels as defined by former and current plans.
- The Forest Service should consider decreasing livestock levels while implementing rotational grazing. Rotational grazing will accomplish nothing if additional numbers of livestock are allowed on the range.

C. INTENSITY AND POLARITY

This topic has been raised often during project planning and scoping, and during the Forest Plan scoping process. Polarity is high. Comments ranged from complete elimination of livestock grazing to continuing grazing at about the same levels. The majority of the comments were concerned with the ecological conditions of the usable range and wanted permitted grazing aligned with rangeland capacity. There was also concern expressed that the needs of wildlife should receive emphasis over domestic livestock use.

D. LINKAGES TO OTHER RESOURCE AREAS

Range management is linked to many other resources. The resources that are of major significance are wildlife habitat, recreation, and riparian areas.

E. INVENTORY AND ANALYSIS NEEDS

Inventory of the ecological condition of rangelands, encompassing both Forest and Grassland allotments, is needed. Analysis of grazing capacity of the This inventory and analysis will allow us to determine the role and the capability of the Forest in providing forage for wildlife and livestock, and allow management of the ecological condition of the rangelands.

REVISION TOPIC 4.
RECREATION - RELATED TOPICS

Recreation-related topics cover a wide variety of concerns. Since recreation occurs throughout the Forests and Grassland, it is interrelated to all Forest management activities. As the focus on recreation increases, the mix of other activities will need to adjust. Recreation concerns will have an impact on timber and grazing activities, and will need to be heavily considered in management of our travel system. With more visitors to the Forest, there will be increasing pressures on basic resources such as soil, water, vegetation, and wildlife, and to ecosystem management concerns such as riparian areas, old growth forests, and maintaining biological diversity.

Recreation includes developed and dispersed opportunities in all types of Forest settings. Motorized and non-motorized recreational opportunities tie in closely with travel management concerns about road location and maintenance. Management of potential and existing ski area sites is also an aspect of recreation. Visual resources are closely tied to recreation, as what people see is an integral part of their total recreational experience on the Forest. In addressing all these issues, we need to recognize the differences that exist between the Forest and the Grassland and incorporate these into our management.

National Forest/Residential Intermix areas are one aspect of recreation management which was not treated in the current plan. In these areas, the close proximity of residences and Forest users has resulted in some conflicts. Concerns about travel management, appropriate recreational activities for the area, and access questions all need to be addressed. Aspects of Intermix management associated with recreation and related topics are discussed under the section Urban Intermix.

Due to our setting near to the urbanized Front Range, recreation and associated concerns are becoming increasingly important to Forest management. The complexity of the issues, the changes which have occurred since the current Plan was developed, and the intensity and number of comments about recreation have led to treatment of recreation-related topics in the revision.

To make discussion of such a complex issue easier, this section has been divided into five broad subtopics: Recreation, Ski Areas, Scenic Resources, Wild and Scenic Rivers, and Travel Management.

SUBTOPIC 1. RECREATION

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

There are three main recreation concerns to be addressed in the revision. First, all aspects of recreation management need to be reviewed to see how well we are meeting increasing recreation demands, while still preserving the recreation settings. The second concern focuses on our role in offering motorized recreation opportunities on the Forest. Third, there is concern about whether Forest users should be expected to pay for recreation activities and how these fees should be generated and used.

Recreation management encompasses many different concerns. Due to ever-increasing recreation demands, there has been increased pressure on resources and facilities, and increasing conflicts between disparate uses. Areas which easily absorbed use levels of ten years ago are now attracting levels of use which change the recreational experience and may potentially damage the resource. We need to identify acceptable levels of use and to address mitigation options when levels are exceeded in more popular spots. Another option may be to focus on dispersing use to other areas by informing the public of alternate recreation settings and opportunities.

The majority of public comment has expressed concern about establishing a reasonable capacity for use, controlling use where necessary to minimize damage to recreation settings. Other comments expressed a desire for improved recreation opportunities and encouraged management for a wide variety of outdoor activities.

All recreation activities have varying impacts on each other. As one type of recreational activity increases, it can encroach on areas used for other activities, and potentially cause user conflicts. Many comments, both internal and external, recommended management action to resolve user conflicts.

As recreation use on the Forest increases, the effects of other resource uses on recreation need to be identified. Such activities as timber harvest and grazing are often seen by the public as infringing upon the quality of the recreational experience. As recreation use expands, there are demands that other Forest activities be limited. There is a need to address these conflicting uses.

Another aspect of recreation management is the effect of recreation activities on other resources. For example, many people enjoy recreating near and in water. In more popular spots, this may result in damage to riparian areas through vegetation destruction, soil compaction, and changes in stream dynamics. Acceptable levels of recreational use that avoid damaging natural resources need to be addressed.

Some recreation opportunities on and near the Forest are provided by other agencies, outfitter guides, concessionaires, and the other private sector interests. These opportunities need to be considered when evaluating our recreation offerings. Coordination with other agencies is another opportunity to expand our efforts in providing quality recreational experiences.

Motorized recreation management is one aspect of recreation management, and is also closely tied to travel management concerns. It is mentioned separately here due to its volatile nature and the intense public scrutiny on the topic. We are highlighting it to encourage recognition and discussion of all aspects of the topic.

The State of Colorado passed an OHV law in 1989, calling for OHV routes to be identified. The law provides the Forest with a way to manage what is now considered illegal off-highway use. Providing places to legally ride OHVs will allow the Forest to manage where that use will take place.

Public comments from those who engage in motorized forms of recreation express concern that their opportunities on the Forest have been severely limited. Those on the other end of the spectrum strongly believe that motorized forms of recreation use on the Forest should be banned. These beliefs range from a philosophical opposition to motorized use to those who feel motorized recreation damages natural resources.

Recently, more attention has been focused on having all Forest activities pay their own way. This is especially true for timber harvest and grazing activities, but now the actual cost of recreation is being considered. Many people feel that as taxpayers they are already supporting the National Forests and should not be called upon to pay more. Others note the rising cost of providing recreation and feel users should pay, at least partially, for their recreational opportunities. Many users would feel more positively toward a fee system if the fee went for management of recreational activities. Another aspect of the fee issue is whether user fees would cause unfair competition with the private market. The Forest Service has some authority in raising or establishing fees in areas where we supply certain amenities, and changes could occur in those areas. Actual changes in what we can charge fees for is a legislative topic and is addressed in Chapter 7.

Comments on our recreation management were brought up during public scoping, internal meetings, and in the Five Year Evaluation. Due to the high intensity and polarity of the issue and to the fact that

the current Plan does not adequately address these issues, this is a revision topic. Since recreation is a major issue, it will be treated in a variety of ways in the revision. These could include changes in general Forest direction, changes in standards and guidelines, development of new standards and guidelines, and changes in management area allocations.

Due to changing motorized recreation demand and the intensity of the issue, this is a revision topic. Solutions will likely be reflected in standards and guidelines for OHV use and changes in management area allocations.

Recreation fees is an issue of growing concern. Initiating or changing fees within our authority would likely result in refining direction for specific management areas. For these reasons, it is treated as a revision topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *How can the Forest be managed to best meet increasing recreation activity demands while preserving the integrity of recreation settings?*

- Any planned developed recreation opportunities should be made near areas already roaded or otherwise developed.
- Look for new opportunities for developed recreation facilities on the Pawnee NG, perhaps a new campground or the expansion of the existing one.
- Increase parking--opportunities should be more realistic.
- RV group sites are needed.
- Develop more small picnic areas.
- New camping locations should be developed.
- Develop campsites for separate uses such as horse packers, hikers, mountain bikers, and motorized recreation.
- Develop campgrounds and expansions of existing ones should only be located where environmental problems such as loss of wildlife habitat, waste disposal, and water quality can be minimized.
- Increase the number of large trailheads that are capable of handling at least 25 horse trailer outfits, plus cars. Plan ahead for trailhead use and needs.
- Establish special use trails.
- Increase opportunities for short hikes, including short loop trails. Many visitors can only come for short visits to the Forest and would use this type of trail.
- More hiking trails throughout the Forest would better serve the public.
- Continue to allow dispersed camping, but move toward designated sites with fire grate and small parking pad.

- Do not eliminate dispersed camping.
- Timber harvest is compatible with recreation as logging provides access roads and creates more wildlife habitat.
- Recreation conflicts with other resources such as grazing, wildlife, and cultural resources have increased on the PNG with increased dispersed recreation use.
- Instead of ski areas, focus on less impacting activities such as cross-country skiing, snow-shoeing, ice fishing, etc.
- Look at mountain bike use of trails to see if there are erosion or other problems.
- Camping needs to be regulated where vegetation or soils are being damaged.
- Increasing attention must be paid to recreational use of the land and its impact. Permitting systems and other forms of controlling use or numbers should be considered.
- Competing forms of recreation should be separated from each other.
- Look at recreation access problems. Inventory all areas and identify possible solutions.

2. ***Where and how should the Forest offer motorized recreation opportunities and where should vehicular traffic be prohibited to protect resource values?***

- Create an OHV recreation plan. Motorized OHV recreation is a valid use of Forest lands.
- Ban all OHVs.
- Motorized recreation should be concentrated and highly managed.
- The OHV needs of the Pawnee should be treated separately from those of the Forest as the users are different. On the Grassland, there is more use of designated areas rather than designated routes.
- Increase the options for OHVs. Provide information on regulations, maps, and so on.
- Allow OHV use on already existing roads.
- When planning OHV use, please consider the elderly who can still ride but need trails that are not too rough. Rough, rocky trails are fine for young folks.
- Manage the road network to provide loop trails for visitors.
- Dispersing OHV use is important.
- Develop more 4-wheel drive recreational roads, and enhance the existing system to offer better recreational experiences.
- Trails and open areas specifically designed for ATV use can help to take the pressure of FS roads and trails and make recreation safer.

- Continually reduce motorized activity on all public lands and waters. Such activity pollutes the air, land, and water, increases litter, erosion, fires, and management costs, wastes oil, and decreases wildlife and opportunities for solitude.

- There are plenty of roads to meet the current demand for OHV recreation, and those which exceed demand ought to be closed for revegetation.

- Protect all remaining wilderness-quality wild areas from damage by man's machines (including snowmobiles).

- The current system of 4-wheel drive roads is insufficient due to the large number of users located along the Front Range.

- Limit all forms of motorized travel.

- OHV use is a legitimate, significant and increasing use of Forest lands. Look for creative ways to support OHV use.

- Review management of high-impact recreation. OHV use (including snowmobiles) should be allowed in areas where the ecosystem can support that level of activity, if at all.

- Develop more 4-wheel drive recreational roads, and enhance the existing system to offer better recreational experiences.

3. ***What should Forest visitors be expected to pay for recreation activities and how should the fees be used?***

- Facilities that cost money should be directly supported by user fees.

- Use a fee system that taxes the rich.

- There should be no overall fees, but fees may be appropriate in specific areas to maintain the quality of the experience.

- Maintenance and development costs for recreation purposes should be supported, at least in part, by a user fee system. For example, trail development and maintenance could be supported by trailhead collection stations similar to those at campgrounds.

- Since citizens are already being charged through their tax dollars, don't charge fees for resource use.

- Fees may discriminate among users, as not everyone can afford to pay.

- Even with fees, the Forest will have below-cost recreation.

- If a user fee system is established, then a sweat-equity option should be established for payment for volunteer work.

- Campground fees are at the maximum.
- Any dollars gained from fees need to be returned directly to recreation on the Forest.
- Avoid inequities in a fee system. Those who have the least impact often end up paying the most, so make fees consistent with use. People using resources that are the most expensive to maintain should pay the most.

C. INTENSITY AND POLARITY

The intensity of the recreation management issue is high. Approximately 400 of nearly 600 respondents commented about recreation. Polarity on many of the issues, such as user conflicts, was also high but in general most comments focused on maintaining and creating recreation opportunities.

Motorized recreation is a high intensity, highly polarized issue. Comments varied from increasing motorized opportunities everywhere on the Forest to totally banning any and all motorized use.

The present intensity about recreation fees is low to moderate, but there is high polarity on the issue. The majority of respondents felt that some type of fee was inevitable in view of rising costs and demands, but differed widely in how any fee system should work.

D. LINKAGES TO OTHER RESOURCE AREAS

Recreation management is interrelated with nearly all issues of Forest management. Increasing recreational use will have impacts on timber harvest and grazing levels, wilderness management, roadless area management, travel management, Wild and Scenic River designation, National Forest/Residential intermix areas, and others. In addition, all recreation activities will need to be considered in light of their effects upon our stewardship of natural ecosystems. We will need to consider all linkages of the issue in the revision.

Motorized recreational opportunities are linked to all other aspects of recreation. In creating an appropriate mix of recreational activities on the Forest, OHV use must be tied in with all other demands. Motorized recreation also has strong linkages to other management activities such as timber harvest and travel management, and to the stewardship of resources such as soils, water, vegetation, wildlife, riparian areas, roadless areas, and old growth forests. Some feel that these resources are incompatible with motorized activities. All these linkages will need to be explored in reaching decisions about motorized recreational use.

The topic of recreation fees has few linkages with other resources. It is more a question of how to integrate fees with the recreational opportunities on the Forest.

E. INVENTORY AND ANALYSIS NEEDS

For recreation management, inventory and analysis needs include updating the Forest's ROS mapping, and inventorying dispersed recreation opportunities by gathering use information for dispersed activities by specific location. A comprehensive inventory or survey of who our users are and what activities they enjoy is also needed. The existing condition of developed facilities, costs for restoring the developments to designed function, and a determination of the appropriate level of development all need to be assessed. An inventory of recreation opportunities provided by outfitter guides, concessionaires, other agencies, and the private sector is needed. The inventory and analysis to address this has already been

accomplished for some areas where commercial providers have applied for special use permits. The Forest needs to reconsider our coordination involvement with other agencies to determine if there are other opportunities to expand coordination of recreation activities with them.

The existing transportation system needs to be inventoried, and then analyzed to determine the opportunities for dispersed motorized activities. A travel management plan which clearly delineates motorized use on the Forest is needed and is a high priority.

An inventory and analysis to determine if the Forest is unfairly competing with the private sector is needed. The inventory would consist of gathering other agency and private sector fee information and analyzing the comparability of recreation amenities and opportunities.

SUBTOPIC 2. SKI AREAS

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This topic relates primarily to downhill ski areas, but there are also concerns about helicopter and snowcat skiing opportunities. Base area development near ski resorts has also received some attention.

Since the current Plan was completed, the major change has been a decrease in skier demand. Skier use, as measured in terms of Recreation Visitor Days (RVDs) has dropped to nearly 50% of the quantity projected in the Plan. At present on the Forest, supply exceeds demand. The future for new ski area development remains unclear, due to rising costs, stagnant demand, and increasing resistance from some public groups. At present it appears that expansion potential at existing ski areas will be able to address any increase in demand.

The Plan currently lists several areas for potential development. With the possible exception of Devil's Thumb, these sites will likely be dropped from consideration in the Plan revision. Some of the sites are considered of marginal quality and are unlikely candidates for development. Others, due to the combination of their terrain, snow characteristics, location, and overall plateauing of skier demand, will also be dropped.

There was not heavy comment on this aspect of the issue. Most comments recommended against new ski area development, preferring the expansion of existing ski areas to meet any increase in demand.

In addition, the prescription for ski areas needs to be reassessed to determine if it is meeting needs for resource protection. Impacts on water quantity and quality, soil erosion, wildlife and wildlife habitat, and riparian areas are of particular importance.

Due to these proposed changes, the polarity of the issue, and internal concerns, this is a revision topic. The deletion of ski areas will require a change in management area assignment, and changes in the existing ski area prescription can be covered by additions and alterations to existing standards and guidelines. If any new ski areas are proposed and accepted after the Plan revision, these will be amended to the revision.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How will potential areas and existing sites for developed winter recreation opportunities be managed?

- The skiing industry should make do with current available terrain. Compromising wilderness quality and adversely affecting wildlife habitat and roadless areas in order to have more skiing terrain is unacceptable.
- Devise and use a measure of ski area capacity which incorporates the concept that the quality of the experience may be an important determinant of capacity.
- Marginal winter sports sites should definitely be dropped from the Forest Plan.
- Ski area expansion proposals need more prominent, publicly developed guidelines.
- Land exchanges with the FS are necessary to allow base area development, especially in the Upper Fraser Valley area.
- Don't lose pristine cross-country ski places to ski area expansion.
- No new downhill ski areas should be developed on the Forest.

C. INTENSITY AND POLARITY

Ski area development is a moderate intensity issue, with high polarity. Some feel that all options for ski area development should be considered, while others feel that there is no justification for developing any more areas. Expansion of existing areas is also polarized.

D. LINKAGES TO OTHER RESOURCE AREAS

While ski area development is very localized, there are linkages with many other Forest resources, and with the overall picture of recreation opportunities offered on the Forest. In these particular developed areas, there can be impacts on water quality and quantity, wildlife and wildlife habitat, and riparian areas. In addition, ski area development must be considered in the larger context of its effects on the surrounding area's biological diversity.

E. INVENTORY AND ANALYSIS NEEDS

The Forest needs to inventory and analyze the demand for expansion of existing ski areas and the need for new development. In addition, current standards and guidelines need to be reviewed to determine where resource protection might be improved.

SUBTOPIC 3. SCENIC RESOURCES

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This is a more intense issue than it would appear from scoping comments. Scenic resources are highly important because of their national significance and because they define the settings that attract visitors to particular locations within the Forest. It has often been that scenic resources have been the focal point of appeals on projects that modify the natural-appearing landscape. The goal of stating a clear Forest direction would be to proactively consider scenic resources before the issue becomes a conflict at the project level.

In particular, there has been concern over the appearance of vegetation treatments on the Forest. The scenic qualities of roadways and ski areas also need to be more tightly managed. In areas where natural catastrophes or large-scale management activities have occurred should be rehabilitated following scenic resource standards.

Since scenic resources are intertwined with all other Forest resources, this will be treated as a revision topic. The Plan revision will probably include a new scenic resources prescription to safeguard the qualities of particular areas and changes in existing standards and guidelines.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *How, where, and to what degree will the Forest manage the scenic resources as recreation settings?*

- Be sensitive to the visual appearance of an area after a timber harvest is done.
- Protect important vistas visible from Rocky Mountain National Park.
- Don't disturb the views on the Grassland.
- Avoid buffer zones on timber harvests--they only hide the damage.

C. INTENSITY AND POLARITY

Recent scoping comments did not emphasize scenic resources, but based on previous experience with project planning, and internal concern, this is seen as a high intensity issue. Polarity is low--scenic resources receive positive support from all Forest users.

D. LINKAGES TO OTHER RESOURCE AREAS

All management activities and Forest resources influence scenic resources. Management activities usually have an impact on the scenic resource, even at a very localized level. With this in mind, we need to follow a vision of what we want our scenic resources to be, and then evaluate the role of management activities such as timber harvest as tools to reach this vision. Existing Forest resources such as streams, old growth forests, riparian areas, and wildlife, all add to the quality of the scenic resources. And it is the scenic resources that form the basis for recreation on the Forest.

E. INVENTORY AND ANALYSIS NEEDS

The Visual Resource Management (VRM) inventory for the Forest needs to be updated. In addition, there needs to be an inventory of outstanding and remarkable scenic features that exist on the Forest and Grassland.

SUBTOPIC 4. WILD AND SCENIC RIVERS

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This topic was addressed in the current Forest Plan, but was not thoroughly implemented. The interest in this topic has grown considerably over the last few years. In the last couple of years Congress has actively been involved with Wild and Scenic River designations and it is expected that this legislative activity will continue. The Forest has and will be actively involved with evaluating and completing studies on proposed rivers.

Currently the Forest has one designated Wild and Scenic River, the Cache la Poudre. Following designation by Congress in the mid 80's, a management plan for the river was issued in summer of 1990.

There has been considerable interest and recommendations from individuals and several groups that a number of rivers on the forest may be eligible for designation. It's very apparent there is a strong interest in this subject. The Forest needs to look at eligible rivers, prepare suitability studies, and make recommendations for designations. In the interim while the revision is being completed, there is a need to manage suitable rivers with the same management approach as the designated rivers. Once rivers have been designated, the Forest will prepare management plans for them and amend these to the revision as needed.

This is a revision topic since eligibility and suitability studies have not been done since the current Plan was approved. In addition, current direction from the Chief of the Forest Service has stressed the importance of completing these river studies.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. Which rivers are eligible for designation and need to be studied?

- Work toward wild and scenic designation for the North Fork of the Poudre.
- The following rivers should be studied for eligibility; Chicago Creek, Herman Gulch, Bear Creek, Bard Creek (Clear Creek R.D.) Stillwater Creek (Sulphur R.D.) and Middle St. Vrain River.

C. INTENSITY AND POLARITY

The interest in this subject is low. With the increasing demands on our water resources for recreation and consumption, providing corridors for Wild and Scenic Rivers has become very controversial. The polarity is great when large urban areas need the water for consumption and others want to maintain the rivers in a "semi-natural" state.

D. LINKAGES TO OTHER RESOURCE AREAS

Wild and Scenic Rivers have ties with fish and wildlife habitat, scenic resources, water resources, and other recreational opportunities. All these need to be considered in the revision.

E. INVENTORY AND ANALYSIS NEEDS

Inventories of eligible rivers or river segments need to be completed. Following this, suitability studies of eligible rivers must be done. This will determine if the rivers meet the criteria for recommendation to Congress as Wild and Scenic Rivers.

SUBTOPIC 5. TRAVEL MANAGEMENT

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This topic was identified during project planning and revision scoping. Roads are an important component of the Forest, allowing access for all Forest activities. As our role in providing recreation opportunities for Front Range users increases, several concerns have arisen. The main aspect of interest in travel management centers on how the Forest should manage the road system and vehicular traffic. Road densities affect wildlife and have an impact on recreational access and experiences. There are conflicting expectations about what the appropriate road density for the Forest should be. In addition, there is concern about how these roads are used. Off-highway vehicle (OHV) use has increased since the first plan, and many users would like to see increased motorized opportunities on the Forest. Others would prefer that some roads be closed and that non-motorized activities be emphasized. Controversy arises from conflicts between resource protection objectives, the budgetary ability to maintain the travel facility at its existing mileage, and from the challenges involved in addressing both motorized and non-motorized recreation opportunities.

The intensity of the above concerns, and the complexity of the issue of travel management make this a revision topic. In the revision, travel management will likely be addressed by general Forest direction, development of new standards and guidelines, refined management area direction, and/or by changing management area allocations.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should we manage roads and vehicular traffic on the Forest? What is the impact of roads on other resources?

- The Forest Service should look at existing roads and determine their best use for recreation. Designate some roads for specific purposes.
- Permanent road closures should occur in areas where unacceptable soil, vegetation, and habitat damage have occurred.
- Don't close roads when it eliminates the opportunity for future recreation use.
- Eliminate roads on the Grassland.
- Old and closed roads should remain closed.
- Concentrated over-use due to excessive road closures is a primary cause of resource damage.
- Manage for integrity of wild ecosystems by closure of certain roads which presently deny potentially large areas from being recognized and protected as roadless areas.

- No more roads should be built for the timber companies.
- Logging roads later provide access for recreation.
- Coordinate road-building for timber harvest and oil and gas development to minimize the need for new roads.

C. INTENSITY AND POLARITY

Travel management is a high intensity issue. Since nearly all activities on the Forest require roads in some way, people have a wide variety of opinions. The spectrum of comment ranged from closing all roads to expanding the current road system. Many were concerned about preserving the ecological qualities of the Forest by limiting access, while others felt that recreational access should be the prime emphasis of our travel management. We need to more closely study the conflicts involved to reach some resolution of these issues.

D. LINKAGES TO OTHER RESOURCE AREAS

The road system and travel management policies are intertwined with many other resources such as recreation, wildlife, wildlife habitat quality, timber, and roadless areas. Several of these are also being addressed in the revision, and we need to integrate consideration of all these resources in our decisions. Development of a travel management strategy must include resource objectives, travel facility objectives, and recreation use objectives, while at the same time addressing realistic budgetary constraints.

E. INVENTORY AND ANALYSIS NEEDS

Inventory of the entire travel system is needed, including types of roads, "kind of use" suitability, and capacity determinations. The desired density of roads for each area of the Forest should be identified. Type and amount of current and projected use estimates are needed. A travel facility inventory is needed. The degree of impact of roads on other resources should be analyzed, and those with excessive impacts should be programmed for mitigation. Identification of areas with conflicting travel management needs due to recreation, wildlife habitat, roadless areas, and other resource concerns is needed.

Analysis should bring together the information gathered to identify the opportunities, conflicts, and potential outputs and costs of managing the travel system. The information will serve to quantify the amount of work necessary to move from the current condition to the desired future condition identified in the revised plan.

REVISION TOPIC 5.
ROADLESS AREAS/WILDERNESS - RELATED TOPICS

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

Roadless areas and Wilderness are grouped together here because of some overlapping concerns. By law, the Forest needs to reconsider for Wilderness recommendation all areas that currently meet Wilderness requirements. Most of the areas qualifying as roadless on the Forest were included in the RARE II inventory. Other areas which may also fit the criteria for Wilderness recommendation need to be identified. There are also other options for roadless area management, including assigning some or all to a "backcountry" prescription which maintains the roadless character but could allow some uses not permitted in Wilderness; assigning them to an already existing type of management area; or keeping them in their currently designated management area.

Numerous comments were received about roadless areas and Wilderness. Many felt that the maximum amount of Wilderness should be designated on the Forest for recreational and environmental concerns. Others felt that Wilderness designation locked up the Forest and denied other uses, and that enough area has been designated already.

There are some additional concerns about Wilderness management which were brought up in the Five-Year Evaluation and during scoping efforts. The projections of Wilderness use in the current Plan did not materialize and use is not expected to increase at the rates projected in the 80's. Use by overnight campers in Wilderness has declined, while day users and hiking activities have increased.

Use and pressure on the Forest's Wildernesses varies. The two Wildernesses closest to the urban areas of the Front Range, the Indian Peaks Wilderness and the Mt. Evans Wilderness, receive the heaviest use. There is concern that these pressures may be damaging the resource or having a negative impact on visitors' Wilderness experiences. Other Wildernesses, such as the Never Summer Wilderness, are more remote and receive fewer visitors. Yet even in low use areas, people may tend to congregate in the most popular spots and have an impact on the area.

Many people felt that the Wildernesses are being "loved to death" by overuse, and that specific management actions are needed. These could include some type of visitor limits, or re-routing of visitors to other, less well-used areas. Some felt the environment should be protected by banning campfires and dogs. Others emphasized that more education and interpretation about Wilderness is needed.

While Wilderness offers many recreational opportunities, it also serves to safeguard some ecological components of the Forest. Concerns were voiced about the role of Wilderness in maintaining Forest biological diversity, and safeguarding wildlife, water, and soil resources. Achieving a balance between recreation and ecological needs is the focus of this revision issue.

Based on requirements of the law, on public comment during the scoping period, and on internal recommendations, Wilderness recommendations will be addressed in the revision. Since actual Wilderness designation is a legislative responsibility, the Forest can only make recommendations. Decisions about roadless area allocation could be addressed by redefining management areas, and by creation of new management area designations with applicable standards and guidelines.

Wilderness management is seen as a revision issue due to public opinion and internal input. To resolve these concerns would likely result in changes in management area allocations within Wilderness, and the adoption of some new standards and guidelines to protect resources and manage people use of the areas.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How will existing unroaded areas be allocated and managed?

- Use a regional prescription, or develop one specifically for use on the Forest to protect roadless. Severely restrict all commodity production in these areas--no timber harvest or roads. Assign areas to this prescription unless the FS can show that there will be a net gain to the ecosystem by entering them.
- Do not increase the number of roadless areas.
- There are enough roadless areas to serve all needs. Designate them for different types of uses.
- Areas that aren't officially designated Wilderness need to be maintained in an undeveloped state. Develop a management designation for these areas and assess the costs of developing them compared to the cost of restoring them if impacted by roads.
- Fully protect all roadless areas. They are needed to halt the diminution of biological diversity, for wildlife, watershed concerns, dispersed recreation, and for future generations.
- There is no recreational need to develop roadless areas.
- Roadless areas have already been designated as unacceptable as Wilderness. They should be managed for multiple use.
- Stop locking up millions of acres of potential mineral exploration areas.
- Roads not needed for motorized public travel or administrative use should be closed and reclaimed, especially if this allows treatment as a roadless area.

2. Which Forest lands should be recommended for designation under the Wilderness Preservation Act?

- Evaluate all lands for potential Wilderness designation and act on the findings.
- We need more Wilderness and to add to these areas whenever possible.
- The needs for driving facilities and access are increasing due to the aging population. There is enough Wilderness since only 2% of the recreation occurs on Wilderness.
- We do not need more Wilderness and natural growth areas as they become full of old and diseased timber, which increases the fire danger.

3. How will the Forest balance ecosystem management and peoples' use of the Wilderness?

- Wilderness has other purposes besides visitation by people.
- Wilderness management needs improvement. Regulations are needed which protect the resource--for example, ban campfires and ban dogs.

- Address overcrowding in Wilderness.
- Define what is considered damage in Wilderness. Establish thresholds for deciding when to exert controls over damage.
- Provide a variety of Wilderness experiences for users.
- Increase monitoring of Wilderness day use, especially in areas like the Four Lakes where there is increasing damage.
- Continue to allow dogs in the Wilderness.
- Since little deadwood is available, ban campfires.
- In view of the huge increase in Wilderness recreational use, designate the maximum amount of acres that qualify to the Pristine Wilderness category (8A).

C. INTENSITY AND POLARITY

The intensity and polarity about Wilderness recommendations are both high. Many respondents were in favor of increasing Wilderness on the Forest, while others felt just as strongly that Wilderness comprises too much of the Forest already and that no more is needed. Many people favor an alternative "backcountry" prescription to protect roadless areas while still allowing for some management activities such as reducing fire hazard.

Wilderness management is a low polarity, but moderately intense issue, particularly for defining limits of acceptable change on natural succession from the impact of recreational activities.

D. LINKAGES TO OTHER RESOURCE AREAS

Roadless areas and Wilderness are linked to all Forest resources and activities. Watershed concerns, wildlife, biological diversity concerns, and special areas such as old growth forests and riparian areas all need to be addressed within the roadless area/Wilderness context. Roadless areas contain much of the Forest's timber, so any decision about roadless areas is closely tied to the timber program. Recreation demands on roadless areas and Wilderness also remain high.

Wilderness management has linkages with all Forest natural resources. Impacts of overuse generally center on soil, water, and vegetation concerns. The role of Wilderness in the stewardship of ecological resources must also be considered in management.

E. INVENTORY AND ANALYSIS NEEDS

An inventory and analysis of roadless and backcountry areas for possible Wilderness recommendation or other possible designations are needed. There is a need to inventory existing Wilderness condition and to tie these observed conditions with amounts of use and limits of change.

REVISION TOPIC 6.
TIMBER MANAGEMENT - RELATED TOPICS

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This is one of the most important issues for the Forest Plan revision and the most discussed issue in the public comments. One of the reasons we are initiating the revision now is due to an appeal of the current Plan's stated timber program. Timber management on public lands is also receiving more attention nationally and this is reflected in local public response.

The timber management-related topic covers several issues. One, the Forest will not achieve the ASQ calculated in the original Plan without considerable conflict. Two, the silvicultural systems and practices used on the Forest are being questioned by the public. Three, market conditions have changed. Four, below-cost timber sales have become an issue. And finally, identifying costs to non-timber resources is necessary.

The current plan did not identify suitable acres. This was left for implementation of the plan. It soon became apparent that there was public controversy concerning our vegetation treatment program. There is not much support externally or internally for the harvest levels projected in the Plan. Many people feel those levels are not realistic, due to the geographical setting of the Forest, below-cost sales, and trade-offs with other resources and uses.

It has been hard to prove the health of the forest has improved from our silvicultural practices. Based on the number of the comments received, a portion of the public does not like clearcutting and others do not want cutting at all.

The high public and commercial firewood demand projected in the Plan never materialized. Demand even dropped considerably. This reduction is contributed to increasing public concerns over air pollution and lower energy prices. This market change may change or eliminate 7D Management Area designations. Recent efforts to implement management activities in the 7D Areas have lead to public and Forest opinion that this management emphasis is no longer appropriate.

Overall, the timber sale program on the Arapaho and Roosevelt National Forests operates at a deficit. The public has also indicated a need for all costs to be considered in evaluating timber activities. This includes soil productivity and water quality losses, costs to non-game species, and recreational impacts. There is a question as to the appropriate role of timber harvest on the Forest. Some people feel that the primary emphasis of the Forest should be recreation and that any timber production is inappropriate. Another aspect of the issue is the rural economic considerations tied to a timber program. Many people are concerned about the loss of jobs if a decreased timber program is initiated.

Implementation of the Plan indicated some standards and guidelines need to be changed. Conflicts have arisen between standards and guidelines for the protection of other resources and in meeting resource management objectives through the use of timber sales. The Forest has not been able to meet the structural diversity and forage production goals through timber management. The draft Rocky Mountain Regional Guide also provides specific direction relative to below-cost timber sales that was not considered in the Plan.

This issue might lead to major changes affecting other resources. It is an important internal and external concern. Indications are there will be fewer acres of lands identified as suitable for harvesting wood products and the ASQ will go down.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *What lands are suitable for timber production? What is the ASQ to be produced from these lands?*

- Do not allow any timber harvest.
- Support harvest levels of 25-30 MMBF annually.
- Favor harvesting enough volume to support the existing timber industry.
- Keep harvest levels at the historical level of 15-20 MMBF.
- Reduce timber cut to between 5-10 MMBF annually.
- Cut no more than 20,000 BF per year.
- Eliminate timber harvests in old growth forests and roadless areas.
- There is a legitimate need for timber sales to contribute to the demand for wood products, to achieve other resource management objectives, to maintain a diverse healthy forest, and to contribute to economic stability for dependent industries.
- The Arapaho and Roosevelt Forests are not the most productive land for growing timber, but it can produce many non-timber resources.
- Timber sales should be limited to what the forest can sustain indefinitely.
- The timber cut should favor small, local companies.
- Consider the possible effects on dependent industries and local communities if the timber sale program is significantly reduced.
- The long term health of the forest is important to recreation and timber harvest is a part of maintaining that health.
- Much of the current forest access is due to logging roads.
- Timber jobs should not be traded off for recreational jobs, they should be compatible with each other.

2. *What are proper silvicultural systems to be used? What cultural treatments fit into these systems?*

- Cutting methods should preserve the full age spectrum of trees with rotation ages of several hundred years.

- Favor uneven aged management instead of clearcutting or shelterwood cuts.
- No clearcutting.
- Clearcuts in lodgepole and aspen should not be greater than five acres. Clearcuts in ponderosa pine should be no larger than two acres. Use the selection method in the spruce and Douglas fir timber types.
- Clearcutting should be used with much more caution than in the past. Large clearcuts impact too much land at once, to the detriment of wildlife, scenery, and water quality.
- Understand the need for lumber and as such, it is upsetting to see the wasteful and destructive way that logging is currently done.
- Require burning or chipping of slash. Also acceptable is spreading slash to a depth not more than six inches and making small piles.
- Need to manage second growth with thinnings and selective cutting.
- Thinning young stands of lodgepole pine is a good practice to increase the health of the remaining trees.

3. ***Should the Forest provide public and commercial firewood opportunities? Is it important or desirable for future resource management?***

- It is unjustifiable for the Forest Service to facilitate wood burning when it contributes to the urban brown cloud.
- Only noncommercial cutting of firewood should be allowed.
- Timber production on the Forest should be limited to firewood cutting.
- Firewood cutting is an opportunity and tool to reduce the fire hazard in the urban-wildland interface areas.

4. ***What measures can be taken to improve the revenue/cost ratio for timber sales? When is it appropriate to proceed with a timber sale even though the costs may exceed the revenues?***

- More efficient design of timber sales could equalize costs and revenues.
- There should not be any below-cost timber sales.
- Consider the benefits of below-cost sales to the communities because dollars generated more than make up for the loss.
- It may be desirable to sell sales below-cost if other resource management objectives are accomplished, such as, the prevention of insect and disease problems and the reduction of fire hazards in the wildland-urban interface.
- Below-cost sales should be eliminated by either not selling timber, raising selling values, or designing sales to reduce costs and increase revenues.

5. ***Does the economic analysis of timber sales include all benefits and costs?***

- Concern that water yield amounts are added to the benefit side of timber harvesting and detrimental effects such as increased sediment, recreational impacts, loss of wildlife are not counted.
- Costs should include not only the necessary monetary expenditures, but also any costs for damage to non-timber resources.
- Biological, ecological, esthetic and social concerns must be recognized as being of greater importance than economic concerns alone.
- Balance commodities production with ecosystem management.

C. INTENSITY AND POLARITY

Intense public interest exists for this topic. At least 25% of the comments received on timber management relate to lands suitable for timber and ASQ. Input on silvicultural systems and cultural practices is also intense with polarity at both ends of the issue. There was a wide spectrum of comments on the appropriateness of cultural activities such as thinning. Public interest in firewood appears to be low; however, the comments covered a broad range. There is moderate public interest in below-cost timber sales with polarity at both ends.

D. LINKAGES TO OTHER RESOURCE AREAS

This topic is interrelated with ecosystem management, intermix, recreation, water quantity and could potentially affect community stability and economics. When resolving this revision topic, the Forest must clearly identify the lands where timber management activities may occur and determine a realistic and achievable output level. Consideration must be given to meeting all resource management objectives and needs, timber sale economic and financial efficiency, and dependent industry needs.

C. INVENTORY AND ANALYSIS NEEDS

The Forest completed a Forestwide Timber inventory in 1990. The analysis of data collected needs to be completed. A Forest Plan Stage II Suitability analysis must be completed which will develop growth and yield projections and resource allocation models. There is a need to complete a comprehensive demand analysis which includes consideration of outputs from other Federal and private sources. A socio-economic analysis of alternatives to determine effect on industry and community stability is needed.

The analysis approach will be used in conjunction with silvicultural systems and practices used on the Forest. The Forest must analyze what silvicultural systems are required to treat a particular species or timber type to promote natural regeneration and still meet management area direction. It will be necessary to complete growth and yield modeling for the selected methods.

There are no inventory needs necessary for providing firewood opportunities. An analysis is necessary to make supply estimates. This can be done using Forest Inventory, Stand Exam, and local knowledge. Demand estimates for firewood need to be considered in the completion of the timber demand analysis.

There are no inventory needs associated with below-cost timber sales. As with suitable lands for timber harvest and ASQ, a Stage II Suitability Analysis must be completed. The Stage II Suitability Analysis will be used in developing alternatives to ensure prescriptions are allocated to financially efficient acres. Costs for damage to non-timber resources must be developed along with a financially efficient alternative.

REVISION TOPIC 7.
WATER YIELD MANAGEMENT, WATER RIGHTS, AND INSTREAM FLOWS

A. BACKGROUND AND RATIONALE AS A REVISION TOPIC

This topic was identified in the Five-Year Evaluation and during the Forest Plan revision scoping. Three major water issues are facing the Forest at this time: water yield management, water rights, and instream flows.

Vegetation treatment as a means to increase water yields does not appear to be a viable management goal based on three main factors. First, timber harvest levels did not increase yields or maintain existing water yield. Second, the environmental costs from increased sedimentation is a concern. And third, there is insufficient storage to capture excess water. Water rights issues focus on management of existing water rights and acquisition of additional water rights. Instream flow issues include the determination of factors affecting instream flow needs and management of instream flows.

The Forest Service did not harvest enough acreage to increase or maintain water yield. Cutting units have decreased in size so recent cutting units yield water more efficiently than older harvested areas. The water yield from larger, older units is lower than baseline water yield due to snow scour. Total water yield may increase slightly in these units as they regenerate. However, water yield has not significantly increased due to the overall reduction in harvest. Also, errors identified in the original calculations for water yield indicate that yields were overestimated.

The public views vegetation management for increased water yield as a method for justifying timber harvest rather than as an independent management goal. Most of the public does not think that costs, such as increased cutover area, and increased sediment yield, justify the water benefit. As part of this issue, there is concern over cumulative watershed impacts due to water yield and other management activities.

Water yield timing problems were not addressed in the Plan. Nearly all of the water yield increase comes during spring runoff, when there is insufficient storage to capture water for later use. The Water Yield Increase Management Prescription (9B) should be evaluated and applied more narrowly to only those areas where there is a high potential for increased yields and where storage is available.

There has been no active support from any group for timber harvest to increase water yield. Lack of support from the public and the difficulties in increasing water yield is expected to decrease the emphasis on water yield in the revision. Management area 9B will be evaluated and a change made to the number of acres allocated to increased water yield through vegetation manipulation. Since this issue might lead to major changes affecting other resources, water yield management is considered a revision topic.

Forest Service water rights are being determined judicially at this time. Following that determination, the Forest Service must assess how to manage those water rights. Additional water right acquisitions may be desired to meet riparian or fisheries objectives. The intensity of the water rights issues, plus the judicial decisions due in the near future make this a revision topic.

Instream flows affect the condition of riparian areas and fisheries resources. It is important to clearly define the objectives and constraints to determine the level of instream flows that are necessary. During Forest Plan implementation, these factors can be used to determine the necessary management actions to meet instream flow objectives. Historical special use permits for diversions from National Forest

System lands have undergone the renewal process under the current Forest Plan. There has been conflict associated with these renewals. In order to protect instream flows, we have been requiring bypass flows. These bypass flows may significantly affect the permit holder through reduced water availability or the need to move diversion structures to private land. Resolution of this issue is extremely important because it affects communities, riparian areas, and fisheries. Due to its intensity and ties to other issues, instream flows will be treated as a revision issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. Should water yields be augmented by vegetation management?

- Increased water yield, a management practice advocated by the Forest Service in the past, is mythical and must be abandoned as a management emphasis.
- Increasing water yields is not useful in any way, shape or form. It is only an excuse for various kinds of development.
- The State of Nevada strongly supports increased water yield through vegetation manipulation. We support this management prescription and encourage its employment into the future and discourage any action to eliminate it.

2. What are the environmental costs associated with vegetation management to increase water yields?

- Timber cutting may increase water yield, however, it decreases water quality and increases sediment yield. Water quality is more important than quantity.
- Water yield benefits have associated negative and potentially serious impacts which are too lightly weighed.
- Do not count as a benefit (in terms of dollars) water produced from cutting timber. The water value is highly suspect and should be eliminated.
- Continue monitoring procedures that measure the consequences of clearcutting in an effort to evaluate water quality.
- Cutting trees to increase runoff is inappropriate. Any increased runoff will increase sedimentation and siltation.

3. Is there sufficient storage to capture excess water?

- Consider timing of runoff and availability of water storage to capture runoff.
- No more dams or reservoirs.
- The Forest Service has not considered the Colorado River system reservoirs as storage for increased runoff as a result of Prescription 9B.

4. ***How should instream flows and existing water rights management direction be changed?***

- Establish minimum flows for every stream.
- Respect the water rights of wilderness and roadless areas.
- We may need to manage water or trade rights.
- In order to maintain a diverse ecosystem, water and therefore water rights are important. Water rights will be an important issue in the future.
- Existing instream flow direction is unclear and incomplete.
- There is little or no direction regarding management of existing water rights. The current Plan focused on clarifying what our water rights are. The court will clarify our water rights in the near future. How to proceed is the question for the future.

5. ***What should the direction be for acquisition of additional water rights?***

- The Forest Service shouldn't threaten to take water and/or water rights unnecessarily.
- The need for additional water rights hasn't been established. However, instream flow needs are anticipated to generate a need for additional water rights. The effectiveness of obtaining additional water rights needs to be examined.

6. ***How should authorization for use of NFS lands which affect instream flows be managed?***

- With respect to water rights, we need to set out direction to monitor development proposals requiring water for instream flows. Pre-existing water rights can have a big effect on streams beyond easement areas, so we need to deal with these situations. We need to explore the possibilities of partnerships to develop in-stream flows.

C. INTENSITY AND POLARITY

Most of the comments on water were related to water yield with the majority of comments against the idea of increased water yield through vegetation manipulation. This was not one of the major categories of comment and the issue would perhaps be more intense once specific types of measures and interrelated environmental effects of increased water yield are described.

There is a great deal of interest in water rights and instream flows. There is a high intensity of feelings about this issue because water affects both the natural and human environments. There is high polarity about this issue. Some people feel that water should be retained for the benefit of the natural environment, while other feel that water should be utilized for human benefit.

D. LINKAGES TO OTHER RESOURCE AREAS

Water yield augmentation is associated with timber and ecosystems management issues. Harvest levels and wildlife habitat characteristics are likely to be affected by changes in management direction.

Water rights and instream flows are linked to local communities and to riparian, fisheries, recreation and other resources related to water.

E. INVENTORY AND ANALYSIS NEEDS

Analysis of the appropriateness, environmental costs, and cumulative effects of water yield augmentation is needed. An analysis of public opinions throughout the revision process will help determine whether or not the public views water augmentation as appropriate. An analysis of the storage availability is needed to determine appropriateness as well.

Methods of monitoring for water yield increases need to be analyzed using water yield models and existing research. Levels of management activities that threaten stream stability can be much higher than the levels of activities that threaten biological life in the stream and an evaluation of this situation is needed.

Analysis of in-stream flow requirements must be conducted, including sensitivity and trade-off analysis both economically and environmentally.

An analysis of water rights acquisition possibilities to pursue Forest management objectives should be conducted.

An analysis of information related to special use permitting and in-stream flows needs to be conducted.

CHAPTER V. AMENDMENT TOPICS

Each amendment topic discussion is organized into five sections. For a description of what is included in each section, see Chapter IV, page 14.

AMENDMENT TOPIC 1. ADMINISTRATIVE FACILITIES MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan does not contain direction related to administrative facilities management. The management situation section identified problem areas, but no specific action was in the Plan. Administrative facilities goals, objectives and management direction needs to be established. For this reason, this is an amendment topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should administrative facilities be managed?

- This is an issue that was raised internally. There has been difficulty maintaining the facilities due to the lack of a management plan.

C. INTENSITY AND POLARITY

There is little interest, intensity or polarity about this topic.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to all resource areas because the facilities affect the delivery of goods and services.

E. INVENTORY AND ANALYSIS NEEDS

Inventory is necessary to identify facility capacity, condition, required maintenance, projected maintenance and rehabilitation, and operating costs. This information should be analyzed to determine the necessary management direction for those facilities. Analysis should also consider projected future uses of the facilities.

AMENDMENT TOPIC 2.
FIRE UTILIZATION AND SUPPRESSION

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The role of natural fires in ecosystem management has not been clearly addressed in the Plan. Biological diversity concerns have given rise to the issue of maintaining natural habitats and processes. Prescribed fire has been used to achieve wildlife objectives in the past. Since the issue of natural fire and "let burn" policies are going to be examined and it is likely that prescribed fire issues will be raised at the same time, the two concerns have been grouped here.

The Forest does not have "let burn" or natural fire policies. Potential changes are new direction or standards and guidelines to specify how natural fires or prescribed burns will be used to manage ecosystems. Development and approval of prescribed fire plans, fire management action plans for presuppression preparedness, and determining specific wildfire suppression strategies are needed by management area.

This issue can be addressed without major effects on other forest resources and is considered an amendment topic. The use of fire is a controversial topic which will require substantial public involvement. In addition, some of these concerns will likely be covered in a new Intermix Management Area prescription that will be a part of the revised Plan.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *How should natural fires and prescribed fire be used to manage ecosystems?*

- More prescribed burning should be considered to maintain and enhance wildlife habitat.
- There needs to be a natural fire regime.
- Allow natural burns to occur unless rare habitat for endangered species is at severe risk.
- Manage for integrity of wild ecosystems with a let-burn policy for natural wildfires.

2. *What are appropriate fire management policies and suppression actions considering the values at risk, management area objectives, and costs?*

- Improve fuel and fire management in the urban interface to reduce the risk of wildfire encroachment into residential areas.
- Do not allow a let burn policy because of the risk to dwellings, associated vegetation loss and loss of rare and endangered species habitat
- The Forest Service should not sponsor prescribed burns when log burning is banned in towns.

- Forest fires should be allowed to burn unless property is threatened
- Fire management should not include "let it burn" policy.

C. INTENSITY AND POLARITY

This issue did not receive much discussion in the public comments. Among the comments received, most supported prescribed natural fires outside of the intermix area. However, there is implied interest since it is closely related to biological diversity concerns. The scoping effort did not draw attention to this topic. Generally, the use of fire receives attention when projects are being carried out. Analysis of this issue is likely to generate more interest than has been expressed during scoping. Intensity of the issue is low now, but is expected to increase. Polarity for the issue is low at this time; however, polarity may develop as the issue is analyzed.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to biological diversity, fire management and to other resources that may be influenced by a change in natural fire policy, such as air quality, soil, range, timber and Forest/ Residential intermix topics.

E. INVENTORY AND ANALYSIS NEEDS

Inventory and analysis is necessary in conjunction with biological diversity. Analysis about areas where prescribed and natural fire activity is acceptable needs to be conducted. The Forest will need to complete an updated NFMAS analysis to be responsive to changes in the Forest Plan.

AMENDMENT TOPIC 3.
FISHERIES MANAGEMENT DIRECTION

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan contains goals, direction, standards/guidelines that do not adequately state the current and future desired direction for fisheries management. The Rise to the Future program describes national goals and direction.

Potential changes are increased inventory efforts and refined goals and direction for fisheries management.

This is an amendment topic, since the changes are primarily editorial changes to direction statements.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How will fisheries be managed on the Forest and Grassland?

- There were no facets to the issue raised from public scoping, this issue was generated internally.
- Internal scoping indicated that integration of the Rise to the Future program into the Forest Plan was needed.

C. INTENSITY AND POLARITY

There is no intensity or polarity for this issue.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to recreation since fisheries management affects recreation opportunities. It is also linked to riparian management.

E. INVENTORY AND ANALYSIS NEEDS

No inventory or analysis is needed to amend the Plan.

AMENDMENT TOPIC 4.
INFORMATION, EDUCATION AND INTERPRETATION

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan has a goal statement that addresses the use of information, education and interpretation. There are no objectives, nor management direction for this topic. Information, education and interpretation have been recognized as important tools to carry out management objectives. Potential changes include adopting goals and objectives and forest direction for information, education, and interpretation programs. Due to the increased interest in this topic, both from the public and from the agency, and lack of direction in the Plan, this is an amendment topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should information, education and interpretation programs be used?

- Launch a progressive effort to educate the public as to the long-term benefits of following a multiple use management plan.
- Increase the use of the public media for education and informational purposes.
- There is a need to educate the public about the fragile nature of our Colorado forests and the need to keep the water within forest boundaries to best nourish the forests.
- More emphasis should be placed on historical interpretation and education of the Rollins Pass area.
- We need more emphasis on interpretation of wildlife, ecology, cultural resources. The emphasis should be on-the-ground interpretation.
- Educate the public about low-impact recreation.
- Develop specific literature and maps describing recreation opportunities.
- Use Forest Service funds to support research and educational activities by local schools.

C. INTENSITY AND POLARITY

There is a moderate level of interest in this topic, both from the public and internally. The intensity is moderate, people feel that this is an important area for the Forest to address and build programs upon. There is no polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to all resource areas. The communication of management goals, objectives and concerns relate to all aspects of forest management. The primary areas are recreation, timber and wildlife.

E. INVENTORY AND ANALYSIS NEEDS

An assessment of the primary areas to focus information, education and interpretation efforts is needed. A determination of objectives and level of effort is also needed.

AMENDMENT TOPIC 5.
LANDOWNERSHIP ADJUSTMENT AND PUBLIC ACCESS

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

This topic received a considerable amount of interest. Many commenters focused on land acquisition to improve ownership patterns and to protect the environment. A Landownership Adjustment Plan has been drafted, however it has not been amended to the Plan. Other commenters are concerned about access to public lands and are generally seeking improved access. Rights-of-way are generally favored. Some people apparently favored access facility development such as roads and trails, while some wanted no access facility development.

The Plan does not contain a clear Landownership Adjustment Plan; however one has been developed which needs to be amended to the Plan. The budgetary emphasis on acquisitions and exchanges has been low. In order to effect landownership adjustments, a change to the budgetary emphasis is needed. Public access improvement was addressed in the Plan as a goal. The general direction was to obtain rights-of-way on current Forest System roads. The public feels these efforts should be stepped up, that additional access is needed, and access must be clarified. These would require changes to the current direction and is an amendment topic. It is not a revision topic because the overall significance is low.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *What kind and where should land adjustments occur?*

- Obtain inholdings within the ARNF, either through purchase or land exchange.
- Continue consolidation of public/private lands via trade.
- Use Small Tracts Act to do more land adjustments.
- Consolidating ownership of scattered parcels is a good idea.
- Small-scale acquisitions of land to enhance habitat or to consolidate Forest Service ownership is appropriate
- Prioritize areas for acquisition.
- Landownership adjustments are important for biodiversity concerns.

2. *What should the direction be for improving public access?*

- Is there a need for more access?
- Work to gain access to isolated parcels of public land.
- The Plan should identify inaccessible forest lands, and set goals for their improvement.
- Maintain public access to public lands.
- Subdivisions are beginning to block historical access.

- Resolve lands problems of rights-of-ways and access.
- Historical access points should be maintained and those that have been lost be required.

C. INTENSITY AND POLARITY

There is considerable interest on land acquisition and acquiring access to the Forest. Interest is high but most individuals and groups want the same results. Results such as: acquiring parcels of lands, acquiring access, and accomplishing land exchanges. Many comments voiced a common theme - land adjustments would favor all resources.

D. LINKAGES TO OTHER RESOURCE AREAS

Land acquisition and access is closely linked to the Forest/Residential Intermix topic. Land acquisition/ exchanges can be used to protect wildlife habitat. Recreational use of the land can be facilitated by both the landownership adjustments and improved access.

E. INVENTORY AND ANALYSIS NEEDS

An inventory of right-of-way needs based on management objectives is needed. A workload analysis to determine budgetary needs is necessary. An analysis of the draft Landownership Adjustment Plan and various management objectives is needed to determine the workload.

AMENDMENT TOPIC 6.
OIL AND GAS LEASING

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

This topic was identified in the Five-Year Evaluation Report. Our approach to leasing analysis and decisions has changed as a result of passage of the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (FOOGLRA) and the resulting 36 CFR 228, Subpart E Forest Service regulations. The CFR regulations provide general direction for the leasing analysis. The Forest and Grassland must modify their process to comply with this direction.

The new law authorizes the Forest Service to determine what areas of National Forest system lands with federal minerals will be leased, approve all surface uses, determine needed bonding and reclamation requirements, provide enforcement of surface management requirements, and complete needed environmental assessments. Formerly, the Bureau of Land Management was responsible for these actions on public domain lands with Forest Service input.

When the present Forest Plan draft EIS was completed, it did not contain criteria for oil and gas leasing. An amendment that covered the leasing criteria was finalized in 1985. In 1988, all Forest Plans in Region 2 were examined to determine their compliance with FOOGLRA. Only two Forests were authorized to continue leasing, the Arapaho and Roosevelt and the Pawnee Grassland, and the San Juan. The delay in leasing of National Forest system lands and the lack of a defined process for making the leasing decision and analysis has created controversy with the industry, environmental groups, and other publics.

Concern exists over the environmental impacts of leasing on wildlife, water, recreational opportunities, and other resource values. Cumulative impacts to these resources need to be addressed. Mitigation measures and stipulations need to be defined. Income to local communities and the energy aspects were also a concern.

These concerns exist primarily for activities on the Pawnee National Grassland. Areas of the Pawnee are currently leased and the potential for occurrence and development is high. There is currently one lease on the Arapaho and Roosevelt and potential for occurrence and development is low. Within the next year, we will initiate action on an oil and gas amendment covering the entire Forest and Grassland. However, the final decision on lands administratively available for leasing and decisions for specified lands will not be made until after the revision is completed.

Changes to current direction are needed. The goal statements need to differentiate between locatable, leasable, and saleable minerals management. The standards and guidelines need to include all lease stipulations, conditions for waivers, modifications, exemptions, and standard Conditions of Approval. The monitoring section needs to include procedures for monitoring the effects of oil and gas activities.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. What lands will and will not be leased on the Pawnee National Grassland?

- Every acre legally available for oil and gas leasing on the Forest and Grassland should not be open to such leasing. (Not all lands should be leased)

- The Willow Creek Basin should be closed to oil and gas leasing.
- No leasing should be considered in the following areas: alpine areas, timberline areas, scenic areas such as the Pawnee Buttes, wetlands, special fish and wildlife areas (big game winter range), dispersed and developed recreation areas, cultural sites, candidates for Wild and Scenic River designation, or any roadless or unroaded areas.
- The Forest Service should be very clear on what lands will be leased and how they will be leased.
- The current oil and gas leasing program should continue on the Forest.
- An analysis prior to leasing should be done to determine the suitability of areas for oil and gas leasing.
- How oil and gas leasing is to be handled must be clear and understandable for the public.

2. ***What will be an adequate process for analyzing the direct impacts and cumulative effects of oil and gas development?***

- Oil and gas activities that may significantly affect other forest resources should be planned for and analyzed appropriately.
- Oil and gas stipulations need to be better defined, including the criteria used for waivers.
- Lack of potential should not be considered a basis for closing lands or imposing constraints on future development.
- When predicting reasonably foreseeable development, the Forest Service should distinguish between exploration wells and development wells.
- The Forest Plan must adequately describe the effects surface resource management decisions may have on future subsurface opportunities and activities.
- When identifying lands suitable for oil and gas leasing, utilize all existing wildlife information.
- The cumulative impact on fish and wildlife is a primary concern with any oil and gas leasing program.

3. ***Can resources be adequately protected if leasing and development occur?***

- No drilling should be permitted in scenic areas such as Pawnee Buttes.
- There should be more joint effort between the Forest Service and private landowners for leasing protection of surface lands.
- All resource conflicts with oil and gas development can not be solved through the use of stipulations.
- Oil and gas exploration and development activities are fully compatible with semi-primitive recreational values and opportunities.

- Certain sensitive wildlife areas should be off limits to oil and gas development.
- Oil companies need to continue to rehabilitate the land after drilling/testing is completed.

C. INTENSITY AND POLARITY

The topic of leasing and development on the Pawnee Grassland has not been a major issue; however, on the forested and mountain areas, leasing has generated concerns. People feel that adequate protection of natural resources will not occur while others feel that recent lease stipulations and mitigation requirements associated with oil and gas development have proven successful and resources can be adequately protected. Some people feel that sensitive areas such as riparian and alpine sites should not be leased. Internal concern exists over leasing impacts on Mountain Plover habitat. Overall, the intensity level is high when leasing of Forest lands is discussed, while intensity is low when considering leasing on the Grassland. All issues were polarized.

D. LINKAGES TO OTHER RESOURCE AREAS

The development of the oil and gas resource affects many other resources. The most effected resources would be threatened and endangered species, wildlife habitat, travel management, range resources, recreation, soils, local economies, and water quality.

E. INVENTORY AND ANALYSIS NEEDS

Inventory and analysis needs for this topic are broad and will cover only the Pawnee at this time. An inventory must include a Reasonably Foreseeable Development scenario. This contains such items as: number of wildcat wells to be drilled and probable locations over a specified period of time, expected producers and number, size, production, and life of resulting fields. Analysis assumptions for the acres disturbed by these developments and associated roads, pipelines, powerlines, and production facilities are needed for site specific and cumulative effects determination.

A process for determining site specific effects is needed. The site specific effects analysis will require inventories of slope, water, soil, fish and wildlife, vegetation, recreation, transportation system, Wild and Scenic River candidates, visual, and other resources and resource management activities.

AMENDMENT TOPIC 7.
RESEARCH NATURAL AREA RECOMMENDATIONS

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

Possible candidates for recommendations are Daves Draw, North St. Vrain Creek or Pawnee Buttes. The Plan has unclear direction for identification of potential Research Natural Areas.

Potential changes would include adoption of language to actively pursue identification of Research Natural Areas, increased program emphasis to identify such areas and increased emphasis to develop management(protection from human influence) plans.

This is a amendment topic because it involves minor changes to direction. It is considered more than an implementation topic because it is linked to the objectives that may be developed under the biological diversity revision issue. Also, adoption of areas as Research Natural Areas will entail management area changes which require amendment to the plan.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. What is the recommendation for Daves Draw, North St. Vrain Creek and Pawnee Buttes? What other areas are appropriate for designation?

- Natural areas are in short supply on the Forest. Any old growth areas or any natural or relatively natural areas that are remaining should be put at the top of the priority list for preservation and protection.
- I urge that the Pawnee National Grassland be treated as a prairie preserve.
- Proposed natural areas that meet qualifying criteria should be managed as natural areas until final decisions are made.

C. INTENSITY AND POLARITY

There is little intensity or polarity associated with this issue.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked primarily to biological diversity. Adoption of areas as Research Natural Areas may affect recreation, grazing or timber uses of the area, but these effects are likely to be minor.

E. INVENTORY AND ANALYSIS NEEDS

We need to complete analysis of the areas listed. Development of criteria for identification of new Research Natural Areas will be based on existing inventories. Actual identification of new Research Natural Areas will require further inventory and analysis.

AMENDMENT TOPIC 8.
RIPARIAN AREA MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

Strategic direction for riparian areas exists in the Forest plan, primarily under Management Prescription 9A. Based on scoping comments and the Five Year Evaluation, concern by the public exists that the current direction is inadequate or that the current direction is not being implemented adequately.

Possible areas of change include: updating general direction, updating standards and guidelines, increased budget emphasis for project implementation and basic inventory, and for modified monitoring procedures.

In terms of significance or overall effect on budget emphasis or on the output of goods and services, the potential changes are minimal. This topic is linked to concerns about biological diversity and environmental/ecosystem stewardship, making it an amendment topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How is the forest going to manage and protect riparian areas?

- Protect riparian zones from grazing and streambank erosion.
- Motorized recreation needs to stay out of riparian areas.
- The effect of recreation on riparian should be a continuing focus of management.
- Special concern should be paid to road closures in riparian areas where roads are causing unacceptable damage.
- Management of riparian habitat should be a priority. We need to maintain it, not destroy it.

C. INTENSITY AND POLARITY

There is moderate intensity and little or no polarity over this issue.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to biological diversity and fisheries issues.

E. INVENTORY AND ANALYSIS NEEDS

Execution of a riparian inventory and analysis of the results is needed and currently is in progress. From this inventory, we can determine if changes to riparian management direction or monitoring are needed.

AMENDMENT TOPIC 9.
ROAD STANDARDS

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

Road standards are an aspect of travel management. Concern exists that some roads are not safe that others may be over built and not appropriate for their setting. After analysis of the situation, needed changes in road standards will be addressed in general or management area specific standards and guidelines. This is an amendment topic since intensity and significance are low.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should the standards for existing roads be changed?

- Improvements on some roads for safety reasons are necessary.
- Manage or reduce traffic on heavily-used roads, or upgrade them.
- There are safety hazards when roads are too narrow.
- Good roads are needed for oil and gas development. Private industry should work with the Forest Service to decide which type of roads are appropriate.

C. INTENSITY AND POLARITY

The intensity and polarity of this issue is low, but the concern about safety makes it an issue that needs to be addressed.

D. LINKAGES TO OTHER RESOURCE AREAS

The road standards issue has very localized impacts to other resource areas that need to be considered. For example, if a road should be wider due to safety factors, then the most significant impacts could be on soil, vegetation, and nearby water resources.

E. INVENTORY AND ANALYSIS NEEDS

To address road standard issues, the standard of each road should be analyzed for its appropriateness for the road's planned use and designed vehicle use.

AMENDMENT TOPIC 10.
SOIL PRODUCTIVITY REHABILITATION

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The current plan does not address soil productivity rehabilitation of damaged areas. Potential changes include adoption of new direction, or standards and guidelines. The monitoring program has been insufficient to identify problem areas, although there are areas where regeneration of vegetation is poor, indicating a potential problem. There may be a need to increase budgetary emphasis to develop a monitoring program and inventory of problem areas.

This issue is an amendment topic because the soil resource is closely linked to biological diversity. Significant changes to direction, standards and guidelines, goods and services delivered, or budget are not expected.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. What should be done about areas with decreased soil productivity due to erosion or burning?

- Prevent soil erosion.
- Control timber cutting so that harvesting of trees does not cause unnecessary erosion.
- There is a need for measures to prevent erosion in badly burned areas.

C. INTENSITY AND POLARITY

There is moderate intensity to this issue due to the perceptions that erosion is occurring. There is little polarity to the issue.

D. LINKAGES TO OTHER RESOURCE AREAS

This topic is linked to biological diversity in terms of improving the resource. There is a small linkage to improved timber regeneration and to range forage production.

E. INVENTORY AND ANALYSIS NEEDS

Identification of potential rehabilitation areas is necessary to determine what direction or standards and guidelines are needed. An estimate of the amount of work required is needed to determine budgetary emphasis.

AMENDMENT TOPIC 11.
THREATENED AND ENDANGERED SPECIES MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan addresses threatened and endangered species, although focuses primarily on animals. The animal inventory is conducted in coordination with the Division of Wildlife and the US Fish and Wildlife Service. The plant inventory is conducted with the assistance of the Colorado Natural Areas Program. Inventories have been conducted for all identified plant species. Animal species inventories have been identified as an implementation topic. The public feels that additional plant inventory effort should be conducted.

Potential changes include increased inventory efforts for animals and plants. Another change could be the inclusion of sensitive plants along with threatened and endangered plants.

This is an amendment issue that will be considered in concert with the biological diversity issue. Updated strategies and information about threatened and endangered species will be amended to the plan. This information will be used as part of the biological diversity assessment.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should the threatened and endangered species management direction be changed?

- Manage threatened and endangered species as a priority.
- We need more emphasis on monitoring T&E species.
- Encourage the return of endangered and threatened species such as the wood lily.
- Region 2 does not have a list of threatened and endangered plants. There is a need for a guide on how to review T&E species.

C. INTENSITY AND POLARITY

There is interest in knowing more about the locations of endangered plant and animal species. Intensity of feelings about this issue is moderate based on knowledge about threatened and endangered species. T&E species are an integral part of biological diversity, which does have high intensity of feelings. There is little polarity about this issue.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked primarily to biological diversity issues.

E. INVENTORY AND ANALYSIS NEEDS

To complete the amendment, very little inventory or analysis needs to be conducted since the amendment would primarily be an editorial effort.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked primarily to biological diversity issues.

E. INVENTORY AND ANALYSIS NEEDS

To complete the amendment, very little inventory or analysis needs to be conducted since the amendment would primarily be an editorial effort.

AMENDMENT TOPIC 12.
WATER QUALITY STANDARDS AND MONITORING

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan directs that the Forest improve or maintain water quality to meet State water quality standards. This direction is inadequate because most state standards address point sources of pollution rather than non-point sources, which are more commonly a source of concern on Forest lands. For example, there is no state standard for sedimentation, one of the major pollutants from non-point sources. Therefore, water quality must be managed to meet the intent of the Federal Clean Water Act.

The current monitoring plan is un-realistic in terms of providing information to gauge water quality or changes to water quality at a reasonable cost. Potential changes are to revise the general direction to comply with the Federal Clean Water Act and to revise the monitoring plan.

This is an amendment topic. However, improvements to the general direction and standards and guidelines will be examined during the revision, since water quality is linked to riparian and biological diversity issues.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *How should the Forest and Grasslands should be managed to insure proper water quality?*

- The Forest Service should add, to the State Water Quality Standards, its own standards for sediment, erosion or turbidity in Forest streams.
- Protect water quality from grazing and streambank erosion.
- Incorporate Colorado's Non-Point Source Water Quality Control Program into forest planning and permitting activities through use of consistency reviews and best management practices.

2. *How should the water quality monitoring program be changed?*

- Establish a water quality monitoring program by memorandum of agreement with the State Health Department to evaluate pre and post timber harvesting conditions.
- The current water quality monitoring program is poorly designed and impossible to implement under realistic budgetary constraints.

C. INTENSITY AND POLARITY

There is moderate interest in this topic. Concerns exists that water quality has been degraded by timber harvesting, mining, road building, and private land developments. The intensity of interest in this topic is low with little polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to riparian and fisheries issues.

E. INVENTORY AND ANALYSIS NEEDS

It will be necessary to inventory and analyze the watersheds that were listed as critical in the Plan to determine whether they are problems. If so, remedial action may be required. Objectives of water quality monitoring need to be defined.

AMENDMENT TOPIC 13.
WILDERNESS ACCESS/BUFFER ZONES

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

This is not a major issue, but concern exists that Wildernesses may be receiving too much pressure from surrounding areas and additional protection is needed. This protection could take the form of buffer zones or areas around Wilderness in which access is pushed back or made more difficult to lessen the impacts on Wilderness. Others feel that buffer zones will create non-official Wilderness where typical forest management activities cannot occur. In addition, it is felt that making Wilderness more inaccessible will deny opportunities to the physically challenged and to the oldest and youngest visitors to the Forest.

The 1980 Colorado Wilderness Bill specifically stated that buffer zones will not be established around Wilderness. However, this could be an option in the future if new legislation is enacted which allows for this management option. Use of a "backcountry" prescription is another option available.

Since this is not a major issue, it can be addressed through an amendment to the Plan.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should access to Wilderness and adjacent lands be managed?

- Establish transition zones from Wilderness to areas open to mechanized travel. Designate a middle use zone, where vehicles are allowed, but only on assigned routes.
- Move trailheads and campsites away from Wilderness boundaries to help reduce the impacts within Wilderness.
- The buffer zone concept is not appropriate.

C. INTENSITY AND POLARITY

This is a low intensity although high polarity issue. Some people see buffer zones as de facto Wilderness, while others consider buffers to be a method of protecting the Wilderness resource.

D. LINKAGES TO OTHER RESOURCE AREAS

This topic is closely tied to all resources and management activities on the Forest. Putting limits on areas close to Wilderness would have impacts on water, soil, timber, roadless areas, vegetation management, fire protection activities, roads, and recreation.

E. INVENTORY AND ANALYSIS NEEDS

For this issue, inventories of transportation, scenic features, recreation settings, and recreation opportunities are needed.

AMENDMENT TOPIC 14.
WILDLIFE - WATCHABLE AND NONCONSUMPTIVE USES

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Plan does not directly address the recreational or nonconsumptive uses of wildlife.

Potential changes include adoption of general guidelines and standards and guidelines for this program. Budgetary emphasis for the program can be extended.

This is an amendment topic because it is not addressed in the Plan and intensity and significance is low.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should watchable wildlife and nonconsumptive wildlife uses be provided for?

- People who actually use the forest enjoy seeing an abundance of big game.
- There may be opportunities to cooperate in the development of watchable wildlife areas. The Plan should consider this important new recreational activity and identify specific areas potentially suitable for joint projects.

C. INTENSITY AND POLARITY

Public interest in this topic is low with little intensity and no polarity. The interest in this topic is primarily internal. It is seen as an opportunity to address an undeveloped amenity of the Forest that is un-tapped.

D. LINKAGES TO OTHER RESOURCE AREAS

This topic is linked to recreation and wildlife.

E. INVENTORY AND ANALYSIS NEEDS

An inventory of high priority areas for development of the program is needed.

AMENDMENT TOPIC 15.
WILDLIFE COMPETITION WITH OTHER RESOURCES

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

Impacts from other land uses on wildlife is addressed in the Plan. Competition for limited land is increasing from private land developments within the forest and from forest users. Various facilities and land management activities are affecting wildlife and needs to be addressed. Potential changes include new direction or standards and guidelines to help resolve these conflicts.

This is an amendment issue because it is linked with biological diversity, wildlife population objectives, recreation, and other revision or amendment topics.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How should competition between wildlife and other resources uses be resolved?

- The Forest Service should prioritize the needs of native animals and birds.
- Ensure adequate forage is available for wildlife. Overgrazing on the Grassland has reduced forage and cover.
- Set aside areas to be managed for non-game wildlife species.

C. INTENSITY AND POLARITY

There is moderate interest in this topic. The intensity of concerns is moderate, and there is little polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This topic is linked to biological diversity, viable wildlife populations, roadless, recreation, timber and range management.

E. INVENTORY AND ANALYSIS NEEDS

An analysis of wildlife conflict areas is needed to determine what changes in direction or standards and guidelines are necessary.

AMENDMENT TOPIC 16.
WILDLIFE POPULATION OBJECTIVES - DIVISION OF WILDLIFE UPDATE

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

The Colorado Division of Wildlife (DOW) is responsible for wildlife population objectives, while the Forest Service provides input to help determine those objectives. The Plan is based on those objectives. The actions that the forest takes are primarily habitat management. DOW population objectives have been updated since the Plan was written.

A Potential change is integration of population objectives change into the Plan. There may be new population objectives or previous objectives may have changed. This could mean more or less emphasis on habitat improvement -- dependent upon species and location.

Integration of updated DOW wildlife population objectives is an amendment topic and will be considered along with biological diversity. Population objectives and management activities affect and are affected by biological diversity decisions.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. ***What are wildlife population objectives and hunter use levels that reflect the desires of the state, recreationists and local landowners?***

   - There is no need to increase antelope numbers on the Grassland.
   - The moose population is increasing. The Forest Service needs to work with the public on the desired numbers of moose. The original plans was to limit moose to 80. The state needs to re-evaluate its plan.
   - Address the deer over-population problem.
   - Big game herds must be kept in balance. Big game herds compete with each other, with other wildlife species and with livestock for a limited forage base.

C. INTENSITY AND POLARITY

There is minor intensity and polarity associated with this issue. Generally, intensity increases where animals damage private property. Polarity may develop from specific proposals.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to recreational wildlife viewing, hunting, range management, habitat management and biological diversity.

E. INVENTORY AND ANALYSIS NEEDS

Population objectives need to be obtained from the State. Analysis of potential management actions to achieve those objectives should be conducted in coordination with the State.

AMENDMENT TOPIC 17.
WILDLIFE - SPECIAL HABITAT MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

Special habitats are considered when maintaining habitat for viable wildlife populations which is direction in the Plan. New interest in these habitats has arisen along with biological diversity, concerns about maintaining habitat for viable animal populations and forest fragmentation.

Potential changes may arise due to biological diversity analysis. More specific recognition of these special habitats in order to maintain habitat for viable populations may be embodied in general direction or standards and guidelines. This is an amendment topic because it is not a significant issue on its own.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. *How should special habitats, such as riparian, snags, old growth, winter range, nesting areas, prairie dog towns, and migration routes be managed?*

- Interior species are at risk or impacted when unroaded areas are roaded.
- Identify habitat areas that warrant special management or protection, such as wetlands, riparian corridors, critical wildlife habitats.
- Maintain wildlife habitats and wetlands.
- The prairie dog is part of the prairie wildlife and should not all be eradicated from public lands.
- Protect wildlife habitat, especially winter range.

C. INTENSITY AND POLARITY

The intensity and polarity of this issue is variable. Old growth and riparian issues tend to generate more intensity and polarity. Snag management generates less intensity or polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to biological diversity and to wildlife habitat. Other issues or resources may be affected depending upon the specific concerns.

E. INVENTORY AND ANALYSIS NEEDS

An inventory and analysis will be conducted with biodiversity.

AMENDMENT TOPIC 18.
WILDLIFE HABITAT MANAGEMENT BY LAND ADJUSTMENTS

A. BACKGROUND AND RATIONALE AS AN AMENDMENT TOPIC

There is no current direction to pursue land adjustments to improve wildlife habitat. Potential changes would include clearer direction to acquire or exchange land to improve habitat. Increased budgetary emphasis would be necessary to accomplish this.

Acquisition and exchange of lands to improve habitat is a tool. Since wildlife habitat is also being addressed in conjunction with biological diversity, this is an amendment topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

1. How will land acquisition and land exchange be used to acquire wildlife habitat?

- Need to maintain wildlife habitat in the Estes Valley through land exchange.
- Land trades are the best thing the Forest Service could do for wildlife habitat. This isn't given high enough priority.
- Larger ares of public land might be beneficial to wildlife.

C. INTENSITY AND POLARITY

There is little interest by the public and interest is primarily generated by the Forest Service and the Division of Wildlife. There is low intensity and no polarity.

D. LINKAGES TO OTHER RESOURCE AREAS

This issue is linked to wildlife habitat and land ownership.

E. INVENTORY AND ANALYSIS NEEDS

Some analysis of existing information may be necessary to identify priority areas.

CHAPTER VI. IMPLEMENTATION TOPICS

In this chapter, each implementation topic is organized into two sections. The first, Background and Rationale as an Implementation Topic, briefly discusses the topic, what type of comments were received, and the intensity and polarity of the concern. The second section, Facets of the Issue from Scoping Comments, lists some of the pertinent comments received during the scoping period.

IMPLEMENTATION TOPIC 1. AGENCY/GROUP COOPERATION AND FUNDING

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

The Plan contains some direction to use cooperative agreements with other agencies and groups. Outside cooperation and funding is extremely variable. For that reason, the Forest Plan is developed without dependency upon those resources. When the resources are available, they are utilized for efficient accomplishment of Forest objectives. This is considered an implementation topic because it can be pursued following current direction.

There is a moderate level of interest in this topic, both from the public and internally. The intensity is moderate and there is no polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- A cooperative working relationship with area residents and local 4WD clubs could provide information for an accurate inventory of existing roads.
- Devote what funds are available for recreation to develop cooperative programs of maintenance, education and carefully planned recreational value development with volunteer groups having a vested interest in the continuation of their favorite activities.
- Matching funds and grants are a good source of additional revenue.

IMPLEMENTATION TOPIC 2. AIR QUALITY

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

There was some concern expressed about air quality on the Forest and our monitoring efforts. Comments can generally be addressed through implementation and monitoring issues except for the Forest's role in contributing to air pollution through fuelwood sales. This aspect of the issue is included in the Timber Revision Topic. This is a low intensity, low polarity issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- At a minimum, comply with the Clean Air Act for air quality.
- Describe air quality related values for Class 1 and 2 areas, identify sensitive indicators and provide for appropriate air quality and visibility monitoring to occur.
- Identify in the Oil and Gas leasing process where significant emissions of hydrogen sulfide into the atmosphere are likely to occur. Incorporate specific leasing conditions to monitor and establish mitigation procedures.

IMPLEMENTATION TOPIC 3.
AQUATIC VEGETATION IN SHADOW MOUNTAIN RESERVOIR

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Aquatic vegetation in Shadow Mountain Reservoir is a recurring problem on which the Forest Service is currently working. This is an implementation topic as it can be addressed under current direction. This topic has seasonal high interest and overall low polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Control the aquatic vegetation in Shadow Mtn. Reservoir.

IMPLEMENTATION TOPIC 4.
CULTURAL RESOURCES MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

There were not many comments about cultural resources management. The few comments received favored identification, protection, and management of our historical and archeological sites. It appears that current direction adequately addresses most of the comments. The problems are focused on implementation of current direction rather than the need to change direction. This is a low intensity, low polarity issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Need an inventory of historic structures, trestles, buildings, etc.
- Management needs of cultural resources need to be better defined. While surveys themselves have been fine, projects have been started before surveys have been cleared through SHPO.

- Identify cultural resources and educate the public as to their existence.

- There are aspects of Eldora, and old mining sites to the north, south and west that can and should be protected as valuable elements of our local and regional history.

IMPLEMENTATION TOPIC 5. INTERMIX FIRE COORDINATION

A. BACKGROUND AND RATIONALE AS A IMPLEMENTATION TOPIC

Comments emphasized that a stronger effort is needed in intermix fire coordination because of the increase of recreation users and residents within the area. Recent disastrous fires locally have increased public concerns. People moving into wildland areas desire fire protection. There is a greater risk of loss to real property and life due to a number of factors: poor access, lack of available water, flammable building materials, dry vegetation adjacent to dwellings, and long response times from fire departments.

Current direction is adequate for this program. Once the revision is completed, it will include a new prescription for the intermix area which will incorporate standards and guidelines covering fire coordination. This is a moderate intensity, low polarity topic.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Fire problems such as prevention and open burning bans are difficult to coordinate between agencies. The Forest Service needs to participate in interface fire management.

- The Forest Service should keep fire protection organizations up to date on fire protection planning.

IMPLEMENTATION TOPIC 6. FUELS MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

There is strong support from the public for increased emphasis on fuels management to reduce wildfire hazards. Public concern exists that natural fuel loading build-ups increase the risk of a catastrophic wildfire. Attempts have been made to reduce fuel loadings by offering fuelwood to the public, by prescribed burning, or by other fuel treatment measures. Existing direction is adequate; however, this is an implementation issue which needs greater attention.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Heavy fuel loading is a common problem on 80% of the stands.
- Encourage fuelwood gathering near present inholdings to reduce fuel loads.
- Timber harvest should not be allowed unless it is pursued as a by-product of a fire abatement program.
- Is the FS going to create a zoning system for certain types of burn/fuels management?

IMPLEMENTATION TOPIC 7. INSECT AND DISEASE CONTROL

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

The effects of insect and disease in long-term forest management need to be considered. This is an issue because lack of good management may encourage insect and/or disease outbreaks of epidemic proportions that could devastate large acreages of Forest. Presently, there is no epidemic insect outbreaks, so the issue is not a major concern of the public at this time. Most of the comments received urged the Forest Service to continue harvesting timber to maintain healthy, insect and disease resistant stands.

Existing direction adequately addresses this issue, calling for an integrated pest management program to be developed and implemented. Development of a mistletoe management plan is also needed.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- The health of the Forest depends on good timber management.
- If timber is not harvested, chances are it will end up dying of beetle kill or fire.
- Bug infested timber should be logged.
- The bug infestation must be brought under control or our forests will be lost to everyone.
- Beetle kill should be allowed to run its course.

IMPLEMENTATION TOPIC 8.
LAW ENFORCEMENT

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

The public has concerns about our lack of presence in the field to enforce regulations. There are also concerns about Forest user impacts on local governmental services. Existing direction is adequate and needs to be implemented.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Forest Service personnel need to be out on the Forests and Grasslands to enforce regulations.
- Law enforcement efforts can be reduced if information and education efforts are increased.
- Enforcement activities need to strike a balance between regulation of uses and peoples rights.
- Use more "Yes" signs rather than "No" signs.
- Increased use of the forest results in increasing demands for rescues, stressing limited local resources.
- Coordinate with other agencies to improve law enforcement visibility.

IMPLEMENTATION TOPIC 9.
MINERALS MANAGEMENT

A. BACKGROUND AND RATIONALE AS A IMPLEMENTATION TOPIC

This topic received few comments and the overall concern was low. Many of these comments were in favor of not allowing mineral development. The standard and guidelines in the Plan are adequate, with some minor additions and clarity needed.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Do not de-emphasize minerals--we could soon be in a mineral crisis.
- All types of minerals should be addressed in the plan revision.
- In intermix areas, mining operations should be adequately administered to ensure that they comply with state and federal regulations.

- No mining should be permitted in scenic areas such as the Pawnee Buttes.
- No mineral development should occur within wilderness areas.
- The Forest Service should not allow the use of the insitue leaching process for uranium mining.

IMPLEMENTATION TOPIC 10. RANGE ADMINISTRATION

A. BACKGROUND AND RATIONALE AS A IMPLEMENTATION TOPIC

Comments focused on the need for improved administration of this program, particularly with respect to permit compliance and coordination with other resource uses. The direction provided in the Plan is adequate in dealing with this topic. This topic has low intensity and polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- The Forest Service should enforce grazing regulations and tighten up administration.
- Grazing laws should be enforced.
- We need a quality grazing program.
- Review all present permits.

IMPLEMENTATION TOPIC 11. RECREATION MARKETING

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Comments on this topic dealt with marketing recreation values and tourism as a tool to aid local recreation based economies. There are indications that outdoor recreation attractions occurring on the Forest are vital to some locations and market segments. Current direction provides for opportunities to collaborate with local partners to market recreation and tourism. Our efforts should be focused on developing strategies and partnerships. This is a low intensity, low polarity issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- The Forest service needs to work with local communities to advertise attractions - this can be combined with interpretive information, maps, etc.

- Any recreation facility development must be associated with the community to yield a local economic benefit.

- Consider other industries (such as recreation related ones) that the Forest Service can sustain, too, not just the timber industry. We need to focus on rural development opportunities for communities.

IMPLEMENTATION TOPIC 12. RESEARCH NATURAL AREA MOUNT GOLIATH MANAGEMENT PLAN

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Management area direction for the Mt. Goliath Research Area exists. However, a specific operational plan for the area has not been developed and will be developed based on Forest Plan direction. This is an implementation topic, since it is the application of current direction to the area.

There is a low interest in this issue. The intensity of this issue is moderate and there is no polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Mount Goliath is the only RNA on the Forest. Little management emphasis has been directed toward the area. Management plans for designated RNA's should be prepared, implemented and updated by Forest Plan direction. Work with the Colorado Natural Areas program to prepare and update management plans for Mount Goliath RNA.

IMPLEMENTATION TOPIC 13. RIPARIAN AREA MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

The Plan contains management direction for riparian areas. The public has identified areas where current direction has not been adequately applied. While there are issues about riparian management that will be amended to the plan, the concern about application of current direction is an implementation topic.

There is a low to moderate amount of interest in this issue. The intensity of feeling about riparian areas is moderate. There is little polarity about the issue of implementing riparian area direction.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Big game impacts must be considered in order to properly manage Forest range and riparian resources.
- People want to recreate near water, but such heavy use destroys riparian areas.
- The effects of recreation on riparian should be a continuing focus of management.
- Riparian zones are so important that they need particular attention when forming timber sale plans.
- Since riparian areas are the focus of many competing uses, all uses must be considered when developing a management to address these sensitive areas.
- Motorized recreation needs to stay out of riparian areas, Sevenmile Creek in particular.

IMPLEMENTATION TOPIC 14. ROAD SIGNAGE AND MAPPING

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Comments generally advocated more signs on the ground to let visitors know where they are going, and marking maps with road numbers and levels of traveling difficulty. Action on this topic is within our current authority and ability to implement. This is a moderate intensity, low polarity issue.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Update maps as soon as possible.
- Establish better signage on trails, dirt roads, and logging roads.
- Trails and roads should be marked on the ground and on maps with numbers.

IMPLEMENTATION TOPIC 15. SOIL PRODUCTIVITY PROTECTION

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Comments indicated concern for the soil resource, but not that severe problems exist. Some concerns were expressed that current management activities may be contributing to degradation of the soil resource. Since the Plan contains adequate direction to protect soil productivity from damage by erosion, this is considered an implementation topic.

The Forest Service will continue to emphasize protection of the soil resource during project planning. This will include identification of public concerns on specific areas. Biological diversity analysis may indicate a need to change management direction. Changes identified will be integrated into soil productivity protection planning. This issue has little intensity or polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Grassland management should prevent any soil loss greater than the historical amounts lost to wind and water erosion.
- Control timber cutting so that harvesting of trees does not cause unnecessary erosion.
- Most Wilderness areas are above timberline and are very fragile. These areas receive heavy visitor use which causes erosion and revegetation problems.

IMPLEMENTATION TOPIC 16. USE OF VOLUNTEERS

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Use of volunteers is not identified in the Plan. However, there are many existing policies encouraging and regulating the use of volunteers. This is considered an implementation topic because no change to current direction is needed. If the public becomes significantly more interested in the volunteer programs, it may be necessary to develop formal goals, objectives and management direction to effectively utilize volunteers.

There is a moderate level of interest in this topic, both from the public and internally. The intensity is moderate. There is some internal polarity about the use of volunteers, mainly due to efficiency considerations.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Volunteers could help maintain trails. A schedule of maintenance could be posted at trailheads with a phone number to call and volunteer.
- Have clubs take specific campgrounds as projects, to improve, fix walking trails, keep area clean.
- Pursue volunteer partnerships, but manage and educate them.
- Promote an aggressive program to engage public participation and volunteers in certain programs such as wilderness management, trail construction and maintenance, background survey on indicator species and wildlife habitat, and wildfire abatement projects could augment USFS efforts at minimal cost.

- Volunteer program should be continued and expanded.
- We need an increased emphasis on volunteers. The Forest-wide goal should be to legitimize and validate volunteer efforts.

IMPLEMENTATION TOPIC 17. WILDLIFE HABITAT MANAGEMENT

A. BACKGROUND AND RATIONALE AS AN IMPLEMENTATION TOPIC

Current direction provides for habitat management. Many respondents felt that wildlife habitat was not being managed adequately, or that the wildlife habitat was not managed according to the Plan. Since many of the comments did not suggest changes or they suggested actions which are consistent with the Plan, wildlife habitat management will continue to be implemented following current direction. Changes to wildlife habitat management were identified as amendment topics.

There is a high level of interest in wildlife management and a moderate to high intensity of feeling that management of wildlife is an important issue. There is little polarity.

B. FACETS OF THE ISSUE FROM SCOPING COMMENTS

- Recreation should be managed so as to minimize disruption to wildlife.
- Timber harvesting, if done properly, can benefit wildlife by creating foraging areas.
- Maintain Table Mountain as an important wildlife area.
- There is a need to improve wildlife habitat. One way to do this is to thin the forest since there isn't grass growing under the stands.
- Maintain wildlife habitat and wetlands.
- In intermix areas, maintain large wildlife habitat. Elk migration routes should be protected and enhanced if necessary. Elk calving and summering grounds should be identified and protected from OHV activity.
- Prairie dogs should be managed closely.
- Protect wildlife through good land management practices.

CHAPTER VII. RESEARCH, REFERRAL, AND LEGISLATIVE TOPICS

RESEARCH TOPICS

Topics requiring additional research will be recommended to the research station.

1. **Plan Implementation Monitoring**

   There is interest in identifying cost effective and reliable monitoring techniques. Monitoring techniques that are efficient and cost effective will be utilized more effectively in assessing and evaluating the impacts of our actions.

2. **Wood Utilization**

   There is interest in continuing to research wood utilization improvement techniques for waste wood from both the harvesting and manufacturing process.

3. **Wood Uses**

   There is interest in continuing research that develops new uses for wood products.

4. **Natural Methods of Rehabilitation of "Damaged Lands"**

   There is interest in developing a knowledge base of natural factors such as micro-organisms and invertebrates that can help improve damaged lands .

5. **Effects of Timber Harvest**

   These is interest in further identifying the short term and long term effects of timber harvest on the environment. We need to look at it from biological, sociological, and economic perspectives. We need to identify what conflicts may exist between timber harvest and biological diversity and recreation concerns. For instance, there is interest in researching the effect of different timber harvesting techniques on soil productivity and nutrient recycling.

6. **Old Growth**

   There is interest in refining definitions of old-growth, determining if management can influence the development of old-growth, and determining the values and functions of old-growth.

7. Biological Diversity

There is interest in refining the definitions and measures of biological diversity, determining the impacts of various activities on biological diversity, determining the values of biological diversity, and determining information related to habitat and ecosystem functions including topics such as: fragmentation, "keystone" indicator species, and wildlife habitat corridors and nodes. Other topics would include considering biological diversity at the landscape level, determining the role of the Forest in contributing to biological diversity on a regional scale, assessing the role of natural and person-caused disturbance on biological diversity, and determining how we treat and substitute for disturbance.

8. Vegetation Simulation Models

There is a need to develop and validate simulation models for all vegetation to aid in ecosystem analysis.

9. Public Attitudes Toward Forest Management

Public attitudes and values towards forests, forest resources and Forest management have not been well studied. Identifying these different values and understanding their relative strength and distribution would aid us in serving the public and making decisions in balancing demands on the Forest.

10. Motorized Recreation Impact Indicators

A review of research literature indicates that very little has been done to identify environmental change indicators and to establish measures to evaluate motorized recreation use impacts. Following development of impact measures, standards can be developed to manage those impacts to acceptable levels.

11. Wilderness Impact Indicators

Many public concerns focused heavy human impact on the wilderness resource. Indicators of ecosystem impact need to be defined. The ability to determine whether or not humans are altering the natural dynamics of successional change in Wilderness. These indicators need to be easily recognized and the protocol for measurement simple and easily conducted in the field.

12. Hydrologic and Water Quality Models and Monitoring

Hydrologic and water quality topics that need to be researched are: validation of the sediment portion of HYSED II, or development of an alternative model; development of a cumulative watershed effects model; evaluation of the spatial and temporal variation in BASINWIDE measurement parameters; selection of parameters and sampling locations for water quality monitoring; the timing and value of additional runoff on different parts of the Arapaho-Roosevelt; and stratification procedures for streams and riparian areas in order to minimize sampling costs.

REFERRALS TO OTHER RESPONSIBLE AGENCIES

Several topics will be referred to other agencies for their consideration.

1. Threatened and Endangered Species Recovery Planning Coordination

Several species have been identified by the public for re-introduction. These species do not have a recovery plan which involves the Arapaho-Roosevelt National Forest or Pawnee National Grassland. The interest from the public for these species will be forwarded to the appropriate agencies(Colorado DOW, US Fish and Wildlife Service) The species are gray wolf, grizzly bear, wolverine, bison.

Coordination with the Colorado Natural Areas program is planned for inventory of plant species.

2. Threatened and Endangered Species Re-Introduction Projects

Recovery plans have been developed for some species. Further coordination with appropriate agencies for re-introduction projects is needed.

3. Wildlife Inventory

Several commenters identified the necessity of a wildlife species inventory. Management of wildlife species is the responsibility of the state wildlife agencies. They conduct wildlife inventories. Frequently these inventories are done in cooperation with the Forest Service.

4. Wildlife Habitat and Migration

Several commenters suggested continued cooperation with Rocky Mountain National Park, the DOW, the counties, and private interests in managing habitat and protecting key wildlife migration corridors.

4. Fire Management and Suppression Coordination

Several commenters stressed the continued need to coordinate with the state Forest Service, counties, and local homeowners groups in these areas. Particular issues were raised regarding local zoning and building codes and cooperative efforts to reduce fuel loading in intermix areas.

5. Rights-of-Way and Transportation Management

Comments were raised about access to public lands and suggestions that the Forest and local counties explore cooperative efforts to improve access. Suggestions were made that the Forest cooperate with local and state government to explore collaborative trail linkages.

LEGISLATIVE TOPICS

Some of the public's concerns can only be resolved through changes in public laws and statutes.

1. Wilderness Designations

As part of the Forest Plan revision, we will be considering eligible areas for Wilderness recommendation to Congress. Actual Wilderness designation is a legislative responsibility.

2. Wild and Scenic River Designations

Following eligibility and suitability analysis of Forest rivers during or after the Plan revision, formal referral to Congress for legislative action may take place.

3. Recreation User Fees

Some respondents felt that establishment or revision of recreation user fees would result in improved recreation facilities or improved resource management related to recreation. There is interest in seeing that the fees are used to benefit the area that generated them. While the Forest is able to set fees in areas where we are allowed by law to collect fees, Congress sets the authority for where fee collection is allowed and how these fees are distributed.

4. Mining Laws

Many of the comments expressed the need for greater controls over mineral development. Some wanted the 1872 mining law to be changed to exert greater control over mineral development.

5. Grazing Fees

Several comments suggested grazing fees should be increased dramatically. Grazing fees are set by the Public Rangeland Improvement Act. The Forest Service does not have authority to change grazing fees.

6. Retention of Law Enforcement Fines

Currently, fines collected from law enforcement activities within the Forest and Grassland are deposited in the Federal Government General Treasury. In order for the agency to retain these funds, legislation would be needed.

7. Wilderness Water Rights

Legislative entities are currently debating the federal reserved water rights in wilderness.

8. Establishment of Work Programs

Several commenters identified programs similar to YCC or CCC as being beneficial to resource management. Congress must authorize these kinds of programs.

APPENDIX A

LETTERS TO GOVERNMENT OFFICIALS AND AGENCIES

1. LETTER REQUESTING COMMENTS FOR SCOPING PROCESS

United States Department of Agriculture | **Forest Service** | **Arapaho and Roosevelt National Forests Pawnee National** | **240 West Prospect Road Fort Collins, CO 80526-2098**

Reply to: 1920
Date: September 18, 1990

Dear

A notice was filed in the Federal Register on July 10, 1990, indicating our intent to revise the Forest Plan. The Forest Plan revision will focus on changed conditions, issues, or demands in the area managed by the Arapaho and Roosevelt National Forests and Pawnee National Grassland. The revised Plan will establish the overall management framework for our actions over the next ten years.

The comments of Federal, State, and local officials are important to us. Please take this opportunity to provide us with written comments about Forest and Grassland management. The comment period closes November 1, 1990. I have enclosed a newspaper which explains the revision process and some of the issues we expect will be important in the future. A second enclosure lists times and locations where we will be having public open houses to solicit comments.

If you have any questions about our Plan revision work, please contact your local ranger. Thank you for your time and interest.

Sincerely,

M. M. UNDERWOOD, JR.
Forest Supervisor

2. LETTER REQUESTING PARTICIPATION IN GOVERNMENTAL COORDINATION MEETING

United States Department of Agriculture | **Forest Service** | **Arapaho and Roosevelt National Forests Pawnee National Grassland** | **240 West Prospect Road Fort Collins, CO 80526-2098**

Reply to: 1920
Date: September 18, 1990

Dear

A notice was filed in the Federal Register on July 10, 1990, indicating our intent to revise the Forest Plan. The Forest Plan revision will focus on changed conditions, issues, or demands in the area managed by the Arapaho and Roosevelt National Forests and Pawnee National Grassland. The revised Plan will establish the overall management framework for the next ten years.

As part of our scoping process, we would like to meet with a representative of your agency on October 19, 1990, at 9:30 a.m. to discuss your concerns about Forest and Grassland management. The meeting will be held at the US Forest Service headquarters, 240 West Prospect, Fort Collins. It is intended to supplement your written comments, which should be submitted to this office no later than November 1, 1990. At this meeting, we will focus on the concerns of Federal and State agencies that have natural resource/environmental responsibilities. We have asked the following agencies to participate: National Park Service, US Department of the Interior (USDI); Bureau of Land Management, USDI; United States Fish and Wildlife Service, USDI; United States Environmental Protection Agency; Colorado Department of Natural Resources; Colorado State Forest Service; Colorado Division of Wildlife; Colorado Natural Areas Program; Colorado Division of Water Resources; and the Colorado Division of Parks and Outdoor Recreation.

We plan on facilitating a discussion to explore options for addressing those concerns which appear to represent conflicting and competing interests, e.g., wildland recreational impacts on wildlife; fuelwood salvage adjacent to private lands and the concerns of homeowners on aesthetics and wildlife; timber harvesting and road construction impacts on water quality; the impacts of firewood sales on air quality; the impacts of Forest activities on adjacent parkland; etc. We are not attempting to come up with solutions at this time; our aim is to recognize our different roles and responsibilities and to determine how we might all work together during the planning process to synergistically address mutual concerns.

I have enclosed isa newspaper which explains the revision process and some of the issues we expect will be important in the future. A second enclosure lists times and locations of public open houses to solicit comments.

If you have any questions about the meeting or the Plan revision, please contact Geoff Chandler, our Forest Planner, at 498-1201. I would appreciate it if you would let us know of your availability to attend this meeting. I look forward to seeing you on October 19. Thank you for your time and interest.

Sincerely,

M. M. UNDERWOOD, JR.
Forest Supervisor

APPENDIX B

WORKING GROUP INFORMATION PACKAGE

INTRODUCTION

Our National Forests are part of the common heritage passed from one generation to the next. These lands contribute to our society's material wealth, while also enriching us physically, spiritually, and mentally. Sustaining these attributes over time requires foresight, vision, and planning.

An important element of forest planning involves forging a partnership between the public and agency professionals to develop a common vision for managing the public's resources. Developing this vision is not easy–there are many conflicting values and opinions, different needs, and different knowledge levels about forest resources. The interest in forest issues is intense and the challenges are great. We are establishing working groups as a vehicle to build bridges between these different viewpoints.

WHY WORKING GROUPS?

During the last forest planning effort, many people felt the Forest Service was unresponsive and communicated poorly. We do not want to repeat our mistakes. We want to broaden our information pool; we want to better understand the range of public needs, concerns, and values; and we want to achieve "informed consent." Working together towards a common vision for the Arapaho and Roosevelt National Forests and the Pawnee National Grassland is more meaningful than a vision that is narrowly focused and representative of only one segment of society. We believe working groups are a tool to help us achieve those objectives.

Working groups are diverse. They represent many viewpoints and perspectives to facilitate a dialog among people with different backgrounds and interests. A working group is a forum to discuss issues where all ideas are valued and respected. Working groups seek to reconcile conflicts about specific programs or areas without compromising deeply-held values. Working group members recognize that National Forests produce many goods, services, and amenities and that our Forests are not capable of meeting all public demands--choices have to be made. Working groups make sense because they represent a collective public vision and are broad-based.

WHAT WILL YOU DO?

The emphasis of each working group will vary. Some groups may work on specific topics such as roadless areas, while others will focus on alternative management strategies or for the entire Forest. All groups will address local issues and define the future of these public lands from a local perspective.

The groups will be comprised of people who have different ideas and visions of this National Forest and Grassland. The goal is to listen, respect differences, and search for shared solutions.

The group won't start from scratch. We will provide resource inventory information, summaries of public comments, maps, summaries of our analysis, answers to questions, field trips if desired, and some structure to the task without imposing our values on the group.

WHAT TYPE OF PEOPLE ARE WE LOOKING FOR?

We are looking for bridge builders--people who:

- are interested in the future direction of this Forest and Grassland.
- want to develop a shared vision for these lands.
- are patient.
- accept being questioned by others who have different values and beliefs.
- focus on solutions, not differences.
- realize that there is no right or wrong answer.
- can adapt and learn from others.
- believe that effective solutions lie at the local level.
- believe they can make a difference.

Participation does not require technical knowledge of forestry or natural resources. Many of the questions we face are social or political in nature. Participation does require the desire to read and learn about natural resource issues and to formulate ideas and opinions about the directions we should be heading. You must be willing to stretch yourself and not just focus on the area of your personal interest.

HOW WILL WORKING GROUPS BE ORGANIZED? WHERE WILL THEY MEET? WHAT IS THE TIME COMMITMENT?

Each working group will have 10-20 members. The Forest Service will select a preliminary chairperson for each group. The chair will then select the rest of the members from our list of interested individuals. The only requirement that the Forest Service will impose is that each group represent a range of interests and backgrounds. We will work with each chairperson to achieve that objective. The chairperson will be responsible for running each meeting, determining meeting locations, meeting agendas, and facilitating discussions among group members. Each group will need to develop a process for recording and distributing meeting minutes, decisions, and recommendations. It will also be incumbent upon the chair and each member to ensure that there is mutual respect and understanding within the group.

The Forest Service will have one or two representatives at each working group meeting. Their role will be to answer technical questions--either about various resources or the planning process. What is legal, what is not. What is within the Forest Service decision space, what is outside of it. They also are a resource for the group to get additional information or to find answers to questions or to bring in people with specific resource expertise to discuss various topics.

When each group is established, they will have a specific task to accomplish within a set timeframe. Our objective is to reach some shared conclusions in a timely manner.

The time commitment is hard to establish. On other Forests, working groups met once a week over a 2-3 month period. We would expect some groups to be set up for shorter periods of time than that and others to be set up for longer time periods. The time commitment will be up to each group to establish for themselves. A rough rule of thumb is approximately 10-12 hours a month, including meetings and "homework." This does not include travel time to and from meetings.

To minimize travel time, we will try to establish working groups in different geographic locations; however, it may be desirable to have some people mix with folks in other locations. Right now we are thinking of having working groups in northern Weld County, Fort Collins, Boulder, Denver metro area, Idaho Springs, and Grand County. It will be important to get individuals that represent a range of interests at each location.

Each working group will be asked to look at the entire Forest no matter where you are located. We recognize that everyone will have specific areas they are more knowledgeable about, and we will encourage you to develop visions for those locations in addition to the Forest as a whole. We expect to set up two or three working groups this spring (March or April). These groups will focus on management area direction and standards and guidelines. Additional groups will be set up in late 1991 or early 1992.

WILL THE FOREST SERVICE USE THE WORKING GROUP INPUT?

Yes! Working group input will help us to develop reasonable alternatives; it will help us reach decisions on controversial topics; it will help us in developing standards and guidelines and management area direction. It will enable the Forest Service to make better overall decisions. But remember, other information goes into the decision-making process,too. We must consider public comments from those not on working groups; we must consider costs and benefits; we must consider environmental effects; we must consider the long-term future of our Forests and Grassland; and we must operate within the legal frameworks established by the laws that govern our operations.

Determining the best option for managing the Arapaho and Roosevelt National Forests and the Pawnee National Grassland cannot be reduced to some kind of quantitative index. That determination considers all of the above factors and, ultimately, is a subjective decision. Our goal is to actively listen to public opinion and to use that input in reaching our decisions in an open and fair manner. By participating in a working group, you will be able to influence the decision-making process; however, we cannot guarantee that all of your recommendations will be adopted.

WHAT WILL I GET OUT OF PARTICIPATING IN A WORKING GROUP?

Your benefits will be intangible. You will help to influence how your public lands are managed, gain an appreciation for all the demands placed on our public lands, develop an understanding of views different from your own, and sharpen your listening skills. Some people will find the working groups frustrating and cumbersome; others will find them enriching and rewarding. You need to look within yourself and determine if getting involved in such a group is a good investment of your time and energy. We certainly are looking forward to working with you.

WORKING GROUP RESPONSE FORM

NAME: _____
(Please Print)

____ I want to be on a working group. Keep my name on the list of interested individuals.

____ I am willing to serve as a chairperson for a working group.

____ I am no longer interested in being on a working group.

IF YOU ARE STILL INTERESTED IN BEING ON A WORKING GROUP, PLEASE FILL OUT THE REST OF THIS FORM.

ADDRESS: _____
_____
_____

TELEPHONE: (H) _____ (W) _____

BACKGROUND INFORMATION. This information will be used to put together working groups. We will identify potential chairpersons from this information and then make it available to them to put together individual working groups. **We will try to place all interested individuals in a group.**

1. Locations where you are willing to meet. Check as many as apply.

____ Larimer County ____ Weld County ____ Boulder County
____ Clear Creek/Gilpin County ____ Grand County ____ Denver Metro Area

2. Time availability. Check those that apply. ___ Spring '91 ___ Winter 91/92

3. Organizations/affiliations _____
(Sierra Club, CO. Water Congress, _____
local government official, etc.) _____

4. Any natural resources background/ _____ _____
work experience - not required for_____ _____
participation (ecologist, etc.) _____

5. Interpersonal skills (trained _____
facilitator, mediator, etc.) _____

6. Personal interests (wildlife, _____
hiking, snowmobiling, etc.) _____

7. Other information that you feel _____
is relevant _____

PLEASE MAIL THIS RESPONSE BY JANUARY 29, 1991 TO: WORKING GROUPS, ARAPAHO AND ROOSEVELT NATIONAL FORESTS, 240 W. PROSPECT, FORT COLLINS, CO 80526.

If we do not receive your response by that date, your name will be taken off the list of interested individuals.

APPENDIX C

GOVERNMENT, BUSINESS, AND ORGANIZATION RESPONDENTS

Government Agencies Responding

Agency	Person
USDI Bureau of Land Management	Jim Perry
USDI Bureau of Reclamation	Steven R. Clark, J. O. Church
USDI Fish and Wildlife Service	Bill Noonan
USDI National Park Service	James B. Thompson, Jeff Conner
US Environmental Protection Agency	Eugene W. Kersey
CO Department of Highways	Barbara L. Barry
CO Division of Parks	Craig Bergman
CO Division of Water Resources	Jim Hall
CO Division of Wildlife	Joe Gerrans, Gene Schoonveld
CO Natural Areas Pogram	Dave Kuntz
CO River Commission, Nevada State	Jack L. Stonehocker
CO Dept. of Natural Resources	Hamler J. Barry, Steve Norris
CO State Forest Service	Donna Story
CO State Parks, Lory State Park	Joseph Maurier
State of Colorado	Roy Romer
Jackson County Commission	Robert L. Carlstrom
Jefferson County Planning Dept.	Gary Pultz

Businesses Responding

Business	Person
Ackerman Handcrafted Log Homes	Skip Ackerman
Agricultural Ditch and Reservoir Co.	Harold F. Bishop
Char Le Magne Corp.	John Lemon
Cheley Colorado Camps	Rhonda L. Mickelson
Colorado Tree Farm	John K. Treiber
Columbine Accounting	Fran Needham
Crow Valley Livestock Coop Inc.	Board of Directors
Gold Cup Exploration Inc.	Graham R. Curtis
Granby Heating	Owner

Businesses Responding (con't)

Business	Person
Hahn Logging	Daniel L. Hahn
Hester's Log and Lumber	Kent Hester
High Country River Rafters	Larry Stuhl
Hunter Logging	Jim and Sue Hunter
Jack's Auto Parts	Merlin J. Peterson
Jameson Chevrolet Company	A. C. Jameson
Knoll Logging Contractor	James Knoll
Koppers Industries	Mark Vecchiarelli
Kremmling Auto Parts	Kay Donald
L.F. Brown & Associates, Inc.	Larry Brown
Louisiana-Pacific Corporation	Tim Kyllo, Gary Ullman, Bill Fleming
L.W. Heiny, Geologist	L. W. Heiny
Majestic Log Homes	Jim Grieser
Middle Park Agency Insur & Bonds	Don Campbell
Middle Park Stockgrowers Assoc.	Bill Thompson, Jr.
Mile Hi Oil and Gas Inc.	Russ Koeninger
Moos Enterprises, Inc.	Mary E. Moos
Public Service Company of CO	John W. Steck
Reed Mill & Lumber Co., Inc.	Dan A. Green
Terry Hassig Trucking	Terry L. Hassig
Winter Logging	Jim Winter

Organizations Responding

Organization	Person
American Forest Resource Alliance	Kevin M. Brett
American Rivers	Kevin Coyle
Bishop-Brogden Assoc.	Harold Bishop
Blue Ribbon Coalition Inc.	Adena Cook
Boulder Audubon Society	Ann C. Cooper, Nina Johnson
CO Cattleman's Association	Terry Carlstrom
CO Off Highway Vehicle Coalition	John C. Martin, Jennifer R. Koehler, Dan Blankenship, Gerald Abboud, Dennis Larratt, Glen Graham, Jack Welch James Mills, Ellen Sshackleford
Colorado Environmental Coalition	Todd Robertson, Kurt M. Menning, Rocky Smith
Colorado Forestry Association	Tom Bender
Colorado Mineral Society	Bruce Geller
Colorado Mountain Club	Anne Vickery
Eldora Civic Assiciation	Betsy B. Phillips
Estes Valley Improvement	Wendell Amos

Organizations Responding (con't)

Organization	Person
Fletchers North	Ernest Ticny
Granby Chamber of Commerce	Board of Directors
Greeley Audubon Society	June Kane
Intermountain Forest Industry Assoc.	Tom Troxel
Kremmling Chamber of Commerce	Sue A. Dutko
Little Kingdom Forests	Betsy Burnett, Karen A. Goldman, G. Ray Phillips. Clydy Burnett Catherine M. Wilson
Lower Poudre Canyon Assn.	Edger W. Householder
Middle Park Water Conservancy	Stanley W. Cazier
Mile-Hi Jeep Club	Craig Eggerman
North Park Chamber of Commerce	Linda Edgar
Poudre Canyon Sierra Club	Jeff Mitchell
Prairie Dog Action	Robert O'Rourke
RMOGA & CPA	Carla Wilson
Rollins Pass Restoration Assn.	Susan E. Nemeth
Sierra Club	Steve Troy, Dale Greene, Richard Greene
Sierra Club Indian Peaks Group	Cory Bostwick
Sierra Club Legal Defense Fund	Yuki Ishizuka

APPENDIX D

SUBJECT CATEGORIES FOR COMMENT CODING

SUBJECT CATEGORIES

NC No Comment
- 01 No Concerns

Administrative

AF ADMINISTRATIVE FACILITIES
- 01 General Concerns

BT BUDGET
- 01 Budget Concerns
- 02 Budget Priorities

HR HUMAN RESOURCES AND OUTREACH PROGRAMS
- 01 General Concerns
- 02 Education and Interpretation
  - A Recreation
  - B Visitor Centers
  - C Others
- 03 Volunteer Programs
- 04 YCC
- 05 Human Resources Program
- 06 SCSEP

Lands

LD LANDS
- 01 Access
- 02 Land Exchanges/Acquisitions
- 03 Effects of Landownership Patterns
- 04 Lands/Special Uses
  - A Utility Corridors
  - B Electronic Corridors
  - C Others
- 05 Data/Inventory Needs
- 06 General Concerns

MN MINERALS
- 01 General Concerns
- 02 Minerals Management
- 03 Data/Inventory Needs

OL OIL AND GAS
- 01 General Concerns
- 02 Leasing and Suitability
- 03 Reclamation Practices
- 04 Effects
- 05 Data/Inventory Needs

Biological

FS FISHERIES
- 01 General Concerns
- 02 Data/Inventory Needs

RN RANGE
- 01 Grazing Levels
  - A Maintain
  - B Increase
  - C Decrease
- 02 Resource Damage
- 03 Management/Range Improvements
- 04 Range Condition
- 05 Grazing Fees
- 06 Data/Inventory Needs

TE THREATENED, ENDANGERED AND SENSITIVE SPECIES
- 01 General Concerns
- 02 Species Introductions
  - A Wolf
    - 1 For Introduction
    - 2 Against Introduction
  - B Grizzly Bear
  - C Others
- 03 Plant Species
- 04 Animal Species
- 05 Management Concerns
- 06 Data/Inventory Needs

WD WILDLIFE
- 01 General Concerns/Animal Control/Damage to Homeowners Property
- 02 Habitat
  - A Non-game Species
  - B Game Species
- 03 Prairie Dogs Management
- 04 Wildlife Management
- 05 Winter Range
- 06 Land Acquisition for Wildlife
- 07 Road Closures/Density/Impacts
- 08 Indicator Species
- 09 Impact of Domestic Grazing on Wildlife
- 10 Impact of Recreation on Wildlife
- 11 Impact of Timber Activities on Wildlife
- 12 Data/Inventory Needs

VG VEGETATION
- 01 General
- 02 Noxious Weeds
- 03 Data/Inventory Needs
- 04 Assessment of Veg. Diversity Goals

Ecological

BD BIODIVERSITY/ECOLOGICAL CONCERNS
- 01 General Concerns
- 02 Values of Biodiversity
- 03 Biodiversity Concerns in Planning
  - A Fragmentation
  - B Others
- 04 Relationship of Special Areas to Biodiversity
  - A Old Growth Areas
  - B Riparian Areas
  - C Research Natural Areas
  - D Roadless Areas
  - E Others
- 05 Reclamation/Restoration
- 06 Ecological Management/Preservation
- 07 Data/Inventory Needs
- 08 Global Warming

OG OLD GROWTH AREAS
- 01 General Concerns
- 02 Definition
- 03 Data/Inventory Needs
- 04 Management
  - A Maintain in Current Condition
  - B Develop

RA ROADLESS AREAS
- 01 Data/Inventory Needs
- 02 Management
  - A Retain in Current Condition
  - B Develop Areas
  - C Consider for Protection in Wilderness
  - D Create More
- 03 Biological/Ecological Value

RE RESEARCH NATURAL AREAS
- 01 General Concerns
- 02 Data/Inventory Needs

RP RIPARIAN AREAS
- 01 General Concerns
- 02 Impact of Grazing on Riparian Areas
- 03 Impact of Recreation on Riparian Areas
- 04 Impact of Timber Activities on Riparian Areas
- 05 Impact of Roads on Riparian Areas
- 06 Management
- 07 Data/Inventory Needs

Forest Resources

TR TIMBER RESOURCES
- 01 General
  - A Private vs. Public Lands
  - B Conflicting uses
  - C Role of Timber Harvest on Forest
- 02 Timber Harvest
  - A Clearcuts
  - B Other Even-Aged Management
  - C Uneven-Aged Management
  - D Effects of Timber Harvest on other Resources (general)
- 03 Reforestation/TSI/Timber Stand Improvement
- 04 Financial/Economic Considerations
  - A Financial Analysis (Actual Costs and Receipts)
    - 1 Below-Cost Timber Sales
  - B Economic Analysis
    - 1 Benefits
    - 2 Costs
- 05 Harvest Levels
  - A Recommended Levels
    - 1 Maintain 30mbf
    - 2 Increase from 30mbf
    - 3 Decrease fom 30mbf
    - 4 Traditional/Historical/Average
    - 5 Others
  - B Inventory/Sustained Yield
  - C Suitable Lands
  - D Demand/ASQ
- 06 Products
  - A Sawlogs
  - B Other Products
  - C Fuelwood
- 07 Marketing (small vs. large operators)(local vs. outside)
- 08 Data/Inventory Needs
- 09 Timber Management
- 10 Regional Guidelines
- 11 Assessment ofTimber Goals

FR FIRE
- 01 General Concerns
- 02 Fire Protection
- 03 Prescribed Burning
- 04 Fuels Management
- 05 Agency Coordination
- 06 Fire Suppression/Management Plans
  - A Wilderness
  - B Other Management Areas
- 07 Data/Inventory Needs
- 08 Fire Management:when it covers everything

ID INSECT AND DISEASE/PESTICIDES
- 01 General Concerns
- 02 Data/Inventory Needs

Management

IN NATIONAL FOREST/RESIDENTIAL INTERMIX AREAS
- 01 General Concerns
- 02 Fire Concerns
- 03 Road Maintenance
- 04 Management Concerns
- 05 Vegetation Management/Fuels Management
- 06 Agency/Residents Coordination
- 07 Management Area Prescription
- 08 Data/Inventory Needs

LE LAW ENFORCEMENT
- 01 General Concerns/Trash Problems
- 02 Recreation
- 03 Other
- 04 Search and Rescue

ME MANAGEMENT EMPHASIS
- 01 General Concerns/Result of Management Emphasis
- 02 Environmental Emphasis
- 03 Economic/Social Emphasis
- 04 Recreational Emphasis
- 05 For Future Generations
- 06 Balance
- 07 Environment and Recreation

MU MULTIPLE USE
- 01 Multiple Use vs. Exclusive Use

RS RESEARCH
- 01 General Concerns

TM TRAVEL MANAGEMENT
- 01 General Concerns
- 02 Road System Closures (besides for wildlife)
- 03 Road Construction/Reconstruction
- 04 Road Maintenance
- 05 Signage and Mapping
- 06 Data/Inventory Needs

Social

CE COMMUNITY CONCERNS/ECONOMIC CONSIDERATIONS
- 01 General Concerns
- 02 Local Economy
  - A Timber
  - B Recreation
  - C Others
- 03 Social Considerations
- 04 Data/Inventory Needs

Physical

WA WATER
- 01 Water Quality
  - A General Concerns
  - B Sedimentation
- 02 Water Quantity
  - A General Concerns
  - B Water Augmentation
  - C In-Stream Flows
- 03 Water Rights
  - A Wilderness
  - B Legal Considerations
- 04 Reservoir Sites
- 05 Impact of Forest Management Activities on Water Resources
- 06 Data/Inventory Needs
- 07 General Concerns

AQ AIR QUALITY
- 01 General Concerns
- 02 Data/Inventory Needs

NO NOISE
- 01 General Concerns

SL SOIL
- 01 General Concerns
- 02 Data/Inventory Needs
- 03 Erosion

Planning

PL PLANNING
- 01 General Concerns/Long-Term
- 02 Modeling Procedures/Analysis/Data
  - A FORPLAN
  - B General
- 03 Public Involvement
- 04 Alternatives
- 05 Monitoring
- 06 Implementation
- 07 Management Areas
  - A Current
  - B Proposed
- 08 Standards and Guidelines
- 09 Data Needs/Recommendations
- 10 EIS
- 11 Cummulative Impacts

Recreation

RD DEVELOPED RECREATION
- 01 General Concerns
- 02 Campgrounds/Picnic Areas/Restrooms
  - A Maintenance/Sanitation
  - B Construction/Reconstruction
  - C Market Competition/ Private Development & Operation
  - D Reservation System
- 03 Trailheads
  - A Maintenance
  - B Construction/Reconstruction
- 04 Data/Inventory Needs

RG RECREATION, GENERAL
- 01 General Concerns
- 02 Demand
- 03 Budget
- 04 User Fees/Taxes
- 05 Impact of Timber Activities on Recreation
- 06 Impact of Grazing Activities on Recreation
- 07 Barrier-Free Access
- 08 Visitor Management
  - A Number Limits/(i.e. Permit System)
  - B Visitor Impacts
  - C Other
- 09 Recreational User Conflicts
- 10 Recreation Access (Lands)
- 11 Data/Inventory Needs

RU DISPERSED RECREATION
- 01 General Concerns
- 02 Trails/Rec. Trails Plan/separate uses
  - A Maintenance
  - B Construction/Reconstruction
- 03 Dispersed Camping
  - A Roadside
  - B Trailside
  - C Sanitation
- 04 Motorized Recreation
  - A Opportunities
    - 1 Scenic Driving (2 wd, paved/good roads)
    - 2 Four-Wheel Drives
    - 3 ATVs/Motorcycles
  - B Impacts/Opposition
    - 1 Four-Wheel Drives
    - 2 ATVs/Motorcycles
    - 3 All Motorized (not snowmobiles)
- 05 Dispersed Winter Recreation
  - A Cross-Country Skiing/Snowshoeing
  - B Snowmobiling
  - C Others
- 06 Hiking
- 07 Mountain Bikes
- 08 Target Shooting
- 09 Horseback Riding
- 10 Hunting
- 11 Fishing
- 12 Watching Wildlife
- 13 Data/Inventory Needs
- 14 Water Activities/River Use

SA SKI AREAS
- 01 General Concerns
- 02 Ski Area Expansion/New Sites
- 03 Data/Inventory Needs

CR CULTURAL RESOURCES
- 01 General Concerns
- 02 Data/Inventory Needs
- 03 Management

SR SCENIC RESOURCES
- 01 General
- 02 Scenic Highway Designation
- 03 Specific Viewsheds
- 04 Data/Inventory Needs

WI WILDERNESS

- 01 General Concerns
- 02 Management/Buffer Zones
- 03 Wilderness Recommendations
  - A General
    - 1 Increase Acreage
    - 2 No additions
  - B Specific
    - 1 Additions
    - 2 No Additions
- 04 Cache la Poudre Wilderness
- 05 Comanche Peak Wilderness
- 06 Indian Peaks Wilderness
- 07 Mount Evans Wilderness
- 08 Neota Wilderness
- 09 Never Summer Wilderness
- 10 Rawah Wilderness
- 11 Data/Inventory Needs

WS WILD AND SCENIC RIVERS

- 01 General Concerns
- 02 Potential Designations
- 03 Management
- 04 Data/Inventory Needs

APPENDIX E

RESPONSE TO PLANNING GUIDANCE FROM CHAPTER 2 - DRAFT ROCKY MOUNTAIN REGIONAL GUIDE

This response identifies planning guidance that the Forest feels should be deferred until the future. This deferral is necessary due to time and budget constraints for the revision. Some guidance should be deferred since it is not related to revision topics. However, we will meet the guidance in the future.

AIR RESOURCE MANAGEMENT

Identify current and potential air pollution emissions from sources in and around the forest that have a potential impact on National Forest System lands.

This guidance will not be addressed in the revision due to limited resources and the issue is not a priority.

BIOLOGICAL DIVERSITY

Use ecological classifications and inventories, which include a resource value rating system, as the basis for planning and management. Apply ecosystem management on the local, watershed, and landscape scales. In the analysis of effects of the forest plan, determine where losses or decreases in biological diversity are most evident and at what levels. Coordinate with adjacent national forests, national parks, BLM, state agencies, private landowners, and universities to achieve ecosystem management across jurisdictional boundaries.

This is an ongoing process where we will use the best available information and analysis techniques at this time. We expect research to provide new tools for analysis. We expect that existing inventories will be refined and completed and that new inventories will arise. There may be dramatic changes to the state of the art and science beyond the year 2000.

Provide for water quality, highly productive plant communities, and increased diversity. Manage riparian areas for the ecological status which provides the highest level of overall benefits. This will usually occur from a mid to higher seral successional stage. Desired Future Condition will be expressed as a seral stage of the Potential Natural Community.

This will be addressed in the revision; however, it is uncertain how Desired Future Condition will be described.

Plan for no acreage reduction in shortgrass prairie. Increase the amount of shortgrass prairie in public ownership when possible. Support programs which maintain or restore shortgrass prairie under other ownership.

We plan for no acreage reduction in shortgrass prairie and support programs which maintain or restore prairie. However, we will not increase shortgrass prairie in public ownership at this time. A segment of the public has indicated they do not support increased public ownership in the shortgrass prairie on the Pawnee Grassland.

Identify acreage which will be managed to emphasize prairie dogs and associated wildlife species.

This guidance is currently being implemented, however, it will not be completed in conjunction with the revision because it is not a revision topic. The expected completion date is 2005.

FIRE MANAGEMENT

Develop standards and guidelines for treatments to remove fuels in accordance with ecosystem management principles.

This will be included in the revision if ecosystem management principles are defined and developed.

INTEGRATED PEST MANAGEMENT

Develop strategies for dealing with noxious weeds, insects, plant diseases, and other pests and under what conditions. Map areas where strategies will be applied.

Specific strategies will not be considered in the revision. General forest health will be considered in the Timber Revision Topic.

COAL AND LEASABLE HARDROCK MATERIALS

Develop maps for: 1) Coal - Potential areas suitable and unsuitable to be leased for surface coal mining and areas where identified stipulations will be applied; 2) Hardrock - Areas on acquired lands available and unavailable for hardrock prospecting and leasing, and areas where identified stipulations will be applied.

This guidance will not be covered because is not a revision topic and it has low priority. As interest develops, information will be mapped on a case by case basis.

Provide criteria for disapproval of geophysical exploration permit applications. Also list criteria for application of standard terms and conditions for geophysical permits, waiver approval, and modification or exception to a permit term and condition. Develop a set of standard permit terms and conditions for surface resource protection. These standards will be used in the review of applications for permits concerning geophysical operation.

This guidance will be addressed only for the Pawnee Grassland during the revision.

WATER YIELD

Using RPA values or values from regional studies, assign water dollar values to major basins. Identify areas with water shortages and management actions to increase yields.

This guidance will be followed; however, the level of detail is unknown.

SUITABLE TIMBER LANDS

Where appropriate pest models are available, include growth and yield projections for medium- and high-risk hazard stands.

This guidance may or may not be covered in the revision depending on time and resources available.